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ABSTRACT

This congressional hearing reviews the continuing implementation of sections 1142, 1143, and 1144 of Title 10, United States Code, and section 1418(a) of Title 38, the Transition Assistance Program to assist servicemembers separating from the Armed Forces as a result of downsizing. Testimony includes statements, prepared statements, and written committee questions and their response from U.S. Representatives and individuals representing the following: AMVETS; South Carolina Employment Security Commission; Disabled American Veterans; Paralyzed Veterans of America; U.S. Navy; Department of Veterans Affairs; U.S. Army; New York Department of Labor; American Legion; Veterans of Foreign Wars of the United States; Maryland Department of Economic and Employment Development; U.S. Marine Corps; Fleet Reserve Association; U.S. Air Force; Department of Labor; and Department of Defense. (YLB)

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TRANSITION ASSISTANCE PROGRAM

ED355395

HEARING
BEFORE THE
SUBCOMMITTEE ON
EDUCATION, TRAINING AND EMPLOYMENT
OF THE
COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES
ONE HUNDRED SECOND CONGRESS
SECOND SESSION

MARCH 19, 1992

Printed for the use of the Committee on Veterans' Affairs

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TRANSITION ASSISTANCE PROGRAM

THURSDAY, MARCH 19, 1992

House of Representatives,
Committee on Veterans' Affairs,
Subcommittee on Education, Training and Employment,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 334, Cannon House Office Building, Hon. Timothy J. Penny (chairman of the subcommittee) presiding.

Present: Representatives Penny, Patterson, Geren, Smith, and Ridge.

OPENING STATEMENT OF CHAIRMAN PENNY

Mr. **Penny**. The subcommittee will come to order.

The subcommittee meeting this morning is to review the continuing implementation of sections 1142, 1143, and 1144 of title 10, United States Code, and section 1418(a) of title 38. We met regarding this issue last July shortly after the end of the Persian Gulf War during the early stages of the draw-down of military personnel.

Since that time, downsizing has begun in earnest, and the importance of, and need for, the transition programs provided in title 10 and title 38 are clear. Visits made to military bases across the country, and ongoing discussions with State and Federal officials involved in the implementation of these programs, indicate that, in general things are going well. There are, however, areas of concern that must be discussed and problems resolved.

Hundreds of thousands of servicemembers will be separating from the Armed Forces over the next 4 years. Many are trained in skills which are critical to the Nation's defense but not necessarily readily transferable to the civilian workforce. All of these servicemembers will be seeking employment during a time of economic uncertainty. It is our shared responsibility to ensure that programs provided by Congress to assist in the transition from military service to civilian life are effective and useful.

We have a great many witnesses this morning, and, as usual, I want to move things along as expeditiously as possible for the benefit of all concerned. I would hope to adjourn this meeting some time between 11 and 11:30, and, accordingly, I'm going to exercise my prerogative to ask that all written statements be submitted for the record and that we really begin with each panelist just answering one question, and that is: What is working well, and what isn't working so well, with the TAP program? Unless other committee members have opening statements, we will move directly to that question and start with Mr. Ritterpusch.

STATEMENT OF DAVID S. RITTERPUSCH, ACTING ASSISTANT SECRETARY FOR VETERANS' EMPLOYMENT AND TRAINING, DEPARTMENT OF LABOR

Mr. RITTERPUSCH. Thank you, sir.

I think TAP is one of our success stories at the Veterans' Employment and Training Service of the Department of Labor. We have had a substantial expansion, and the program is moving into a mature stage. It will service, as I think many of you know, in the neighborhood of 80,000 people this year and probably 120,000 next year as things are now scheduled.

I think that we have come to some distinct conclusions. One is that the program has advanced very rapidly and because of the build-down needs to advance yet more rapidly. So we are making a commitment ourselves to immediately increase the number of management people we have working on TAP. This week I added, on a temporary basis a key person who works for me an executive assistant (GS-15), who will work with our existing TAP manager. This is done because of the scale of TAP and, I think, because of its potential.

Beyond that, we are—and I discussed this with our deputy secretary yesterday, and he and I are going forward to build a TAP division or cell within one of our existing divisions in VETS. So TAP is no longer a temporary project, it is a very major effort.

Also, we have major concerns about certain targets that are not being reached by TAP. We feel that a great number of servicemembers who are aboard ship and overseas are not being reached by TAP. Consequently, I have designated our new deputy assistant secretary, Robin Higgins, who comes to us from the Marine Corps with a wealth of public affairs background, to work with our National Veterans Training Institute and immediately design and distribute videotapes to be used by those servicemembers outside the United States.

Beyond that, I am very concerned about services to spouses. When I look at the number of spouses that we have actually worked with in the program so far, I see it as maybe 3 percent or 4 percent. We know that about 53 percent of servicemembers today in this era of the volunteer military are married, and I suspect that the percentage of those who are actually leaving is higher than that (the percentage of married servicemembers is higher as one gets beyond the first couple of years of service.)

So these are targets for us, and I will tell you, that we are in a process at the Department of Labor of building some programmatic approaches to life, much as you all in the Department of Defense have. To the extent that what we are doing is the other side of the coin as you build down, there certainly is no reason why we can't do longer-range planning. So, I have established a long-range planning individual, Jeff Crandall, our manager of field operations, who can provide input from the field about the qualitative dimensions of our programs.

The purpose is this, Mr. Chairman and Mr. Smith.

We have talked to you in the past about how we were going to quantify our requirements. We are going to build programmatic requirements across the board that include TAP, that look at the universe of veterans to be served in the current years, and TAP is on the cutting edge. We are building this out through the POM years, through 1999. We will use the first year as the basis for our 1994 budget submission. We will begin this process with our program review at the Department of Labor the first week of May and then our internal budget reviews in June.

This is rather technical for me to bring before you, but I want you to know that we are moving forward specifically with the general notions that we spoke to earlier.

So I think TAP is a wonderful program. I think it requires enormous coordination certainly between the three of us sitting here, and I'm committed to see that our people spend more time in that other building and at VA.

Thank you.

[The prepared statement of Mr. Ritterpusch appears at p. 51.]

Mr. PENNY. Thank you.

Ms. Woods.

STATEMENT OF MILLICENT WOODS, DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR PERSONNEL SUPPORT, FAMILIES, AND EDUCATION, DEPARTMENT OF DEFENSE

Ms. WOODS. I just want to say at the outset, Mr. Chairman, that we consider TAP to be just one of the principal cornerstones of what we are doing overall in transition assistance, and we believe that it is now up and running in a fashion that is producing very well for those who are attending.

My colleague notes that it is expanding all the time, and we are aware of the fact that TAP seminars are such an essential ingredient that we really want to be sure that we can provide TAP on a readily available basis. TAP is but one piece; however, we feel that the Department of Labor and the Department of Veterans Affairs have given us the support needed for that to be a key element.

You asked if there were problems. I know in the initial start-up we were struggling with getting the instruction really up to the quality that was needed, and the Department of Labor came through on that and worked with us to develop high-quality instruction that can be transferred on to our own people who are using the program. So we are pleased with TAP as a key ingredient of what we are doing overall.

[The prepared statement of Ms. Woods appears at p. 56.]

Mr. PENNY. Thank you.

Mr. Gray.

STATEMENT OF D'WAYNE GRAY, CHIEF BENEFITS DIRECTOR, DEPARTMENT OF VETERANS AFFAIRS

Mr. GRAY. As you know, Mr. Chairman, we have had in VA the mission of outreach to veterans forever. So the things that we do in the TAP/DTAP program are things that we should have been doing before the "program" was created and the things that we have been doing to a certain extent.

So I would offer that what is being done right is that when our people do meet with veterans or veterans-to-be, they are being well counseled, well advised, well informed about the benefits available to them currently and potentially through the Department of Veterans Affairs.

What is going wrong—my problem? It is the same problem that everybody has everywhere, Mr. Chairman, resources. I don't have the resources to cover the ground that I would like to, to reach every service person who is being discharged before discharge and be sure that he and she are fully informed.

We don't have any priority higher than this program, though, because of the current situation of the draw-down of the armed forces and our intent to build a partnership between these new veterans and the Department of Veterans Affairs that will last throughout their lives. We are stealing resources from other places in order to do it, and in the main I would say that we have a success story from our viewpoint in the TAP and DTAP area.

[The prepared statement of Mr. Gray appears at p. 63.]

Mr. **Penny**. Thank you.

Ms. Woods, what can you tell us about the makeup of the service persons that participate in the program as compared to the characteristics that might apply to those servicemembers that decide not to enroll in the program?

Ms. **Woods**. I will have to rely on my service counterparts for really specific information on that. I will say that I'm aware of the fact that the enlisted participation in this has been steadily growing, and I would guess that those who are opting not to participate in the program, frankly, are probably in a situation where they haven't known of its success.

I have been in the field a good bit over the past 3 months. I was just recently in Korea and Japan for the very purpose of discussing with the servicemembers their use of this program and to talk with the transition managers about it. I will tell you that 2 months ago, when I was in Hawaii and visiting with people there, I got a much different read-out from what I got from the enlisted personnel I was sitting with in Korea. Part of that probably is due to the different stages at which the individual program was running, but part of it is also what I referred to earlier as success breeding success. I believe that is part of what we are going to see with the increase in numbers of people.

Mr. **Penny**. So you are seeing a significant increase in the number of enrollees?

Ms. **Woods**. Enrollees and also awareness of how valuable it is.

Mr. **Penny**. But you don't know offhand if there is any demographic information?

Ms. **Woods**. I don't, Mr. Chairman. I will be glad to try to get that for you for the record.

[The information follows]

Additional demographic information that compares or contrasts characteristics of those servicemembers who do not enroll in TAP is not available.

Mr. **Penny**. It would be interesting to note if there are certain categories of servicemembers who seem less likely to participate in the program, and, if so, why.

Is there something about the skills that they have in the military that are more easily transferable so that they don't feel the need, or are there other characteristics that might be evident?

Ms. **Woods**. I will tell you from anecdotal information.

Mr. **Penny**. That is fine for now.

Ms. **Woods**. That distinction is not made generally in conversations because people see the TAP program as something that gives them more than, if you will, a skills orientation towards specific jobs; it gives them an understanding and some experience with the skills that are needed to do your own job search; and, generally speaking, people would not single it out and say, "I'll be able to do that on my own very easily." It is a broader range.

Mr. **Penny**. It is a general benefit kind of matter, regardless of what you feel your specific talents are and how transferable they may be.

Ms. **Woods**. Right.

Mr. **Penny**. What about reaching those who are on board ship? Mr. Ritterpusch mentioned that they are planning to develop a videotape that could be used in those settings. Is the Department of Defense in the loop on that and ready to put that into action as soon as it is available?

Ms. **Woods**. We are aware of that as one element of trying to extend and expand overseas. In addition, individual services have done some of that, in which the Department of Labor was very helpful in sharing with them the training so that they could train their own people up for some of the TAP activities.

I would also say, in general, we are very aware at the Defense Department level that the overseas people are at a disadvantage, and we are making special efforts with the services to not only find a way for the TAP to get to them but also to have job fairs and bring employers on-site and to connect them through our automated systems, which you are aware of, for them to be able to use not only the DORS system but for employers to be able to reach overseas with their job listings through the bulletin board. We have that going in place in 10 countries.

Mr. **Penny**. You mentioned that TAP, of course, is just one element in this transition process. You have just now described another element. How extensive is this job fair approach, and what other elements do you deem as necessary to provide for the full array of needs that a discharged servicemember might face?

Ms. **Woods**. I break out our overall program into three categories. We have a category that addresses what I call separation benefits, and that relates to the separation pay, the voluntary separation incentive, and supplemental bonus that is available, but also that whole listing of benefits for people with medical extension coverage, PX and commissary privileges, housing, permissive TDY. Those are, if you will, what I refer to as separation benefits, and part of our job is, as soon as a person is aware that they are going to be departing, to provide good pre-separation counseling regarding separation benefits.

Mr. **Penny**. As far as the branches of the military are concerned, are those pre-separation counseling services mandatory?

Ms. **Woods**. Yes.

Mr. PENNY. Whereas TAP is voluntary, although it is, as you say, becoming quite popular.

Ms. WOODS. Well, I would say it is not mandatory but when a person separates, they have to sit down with a person who essentially is what I call a transition manager.

Mr. PENNY. Discharge counseling.

Ms. WOODS. That is correct.

Mr. PENNY. So all these other issues that you have described are covered in that setting.

Ms. WOODS. That is correct, and then they are referred to what I would then call pre-separation counseling and job assistance programs. That is where they would have access to TAP as well as other counseling resources.

Mr. PENNY. Are you satisfied that on our military bases we are securing the appropriate type of facility for these TAP sessions to?

Ms. WOODS. Mr. Chairman, I am aware of the general issue of facilities and some concerns around that. I know of only one case where, at the Department level, we needed to be involved in resolving a problem, and it related to handicapped individuals who did not have access, and we did get involved.

I believe that has been addressed, and I believe facilities should be addressed locally because, frankly, they are in a position to make decisions. If we dictate exactly how many square feet and how many windows, then it really complicates things.

I am very pleased to know that the Department of Labor is doing a systemic review of facilities, and we will work with them to support and correct any problems on that.

Mr. PENNY. I have some questions for the other two panelists, but so as not to take advantage of my prerogatives as chairman, I want to make sure that the ranking Member has a chance to submit any statement and ask some questions and then get on to the other two Members who are here.

Mr. SMITH. Thank you very much, Mr. Chairman. I do ask that my full statement be made a part of the record.

Mr. PENNY. Without objection.

Mr. SMITH. Thank you.

[The prepared statement of Congressman Smith appears at p. 45.]

Mr. SMITH. General Gray, we have heard earlier in the week at the VR and C service conference in New Orleans, that the VBA needs additional staff to handle the TAP and DTAP programs. How many FTEE do you suggest would be needed to handle the additional workload?

Mr. GRAY. I'm hesitant to produce a specific number, Mr. Smith, because I'm not sure that I have scrubbed it out thoroughly. But let me tell you where I am right now.

I would like to have another 35 people in fiscal year 1992, which I'm not necessarily in a position to do much about, and the same number again in fiscal year 1993. I would ask that you allow me to work with the staff to refine those numbers as we go through, but that gives you the size and scope in an ideal world of what I would like to have in order to take our part of this program everywhere that it needs to be.

Mr. **Smith**. I appreciate that, and you can look forward to hearing from me further on that.

Mr. **Gray**. Yes, sir.

Mr. **Smith**. Mr. Secretary, you point out in your testimony that you believe that the ideal class size ought to be 50 or less, which is certainly a laudatory goal, but given the fact that there are some classes exceeding 100 or even 200, how can we realistically get to that kind of class size, especially since we have a large number of people who will be utilizing this service?

Mr. **Ritterpusch**. I'm sure there will always be some exceptions. Although we don't want excessively large classes because of the disadvantage in the breakdown and the communication between the facilitators and the individuals in the class, obviously we would rather have a large class than deny those services to the exiting servicemembers.

I think part of the answer will lie in our documenting our requirements and looking for, I think as we move forward in our case through the administration, identifying what the costs would be for additional contractors to flush this out and what would be the optimum.

I have to, of course, balance my come-up by saying I will go to the administration with those numbers knowing it is up to them to determine the priorities for the resources the administration has. I think one of the answers would be more contractors, more money.

Mr. **Smith**. You know, we are hearing some complaints from State employment service folks, particularly in South Carolina, and perhaps there are some other areas, that they are not being allowed to bid on TAP contracts. Could you give us an update on what that situation is?

Mr. **Ritterpusch**. Sir, I would like to reply to that for the record.

Mr. **Smith**. I would appreciate that.

Ms. Wood, you point out in your statement on page eight that, "We do not plan to adjust DOD funding based on the number of people who attend these TAP seminars. Our primary concern regarding the transition of our people is providing adequate resources to manage the entire transition effort."

I'm not entirely sure what you mean by that. Could you amplify on your thoughts on that?

Ms. **Woods**. I mentioned the array of services in answer to the chairman's question, and I was saying in the statement that we recognize that the Department of Labor is, if you will, the organization that is administering and responsible for TAP seminars and that our resources are committed across the board to the 355 DOD transition sites that we support with additional resources. We put three FTEE's in each of those places, computers, out-placement system data bases, and we would not see increasing our commitment or being able to fund additional TAP seminars out of our existing $65 million.

Mr. **Smith**. Okay. I thank you for your answers and yield back the balance of my time.

Mr. **Penny**. Mr. Geren.

Mr. **Geren**. Mr. Chairman, I have no questions. Thank you.

Mr. **Penny**. Mr. Ridge.

Mr. RIDGE. Thank you, Mr. Chairman.

First of all, I would ask unanimous consent that my statement be included as part of the record.

Mr. PENNY. Without objection.

Mr. RIDGE. Thank you, Mr. Chairman.

[The prepared statement of Congressman Ridge appears at p. 47.]

Mr. RIDGE. Ms. Woods, I would like to direct, if I might, most of my questions to you.

As someone who spent a little bit of time in the service, I understand the enormous dislocation that is going to happen this year with about 230,000 men and women leaving. If some of my colleagues in this body had their way there would be another 300,000, and then they would probably come back the next day and complain about the unemployment figures, but that is a debate for another time.

The rubber really meets the road before they actually become veterans. Once they leave the service, they get their DD-214, then they come under the oversight of this committee. But it seems to me for the transition program to be most effective, DOD has to be as effective as they possibly can in reaching out.

Ms. WOODS. I agree, Congressman, very much.

We believe our services need to be geared to that very much and getting them actively participating in the programs before they depart.

Mr. RIDGE. With the basis of that agreement, let me first of all commend you for what I think are some very interesting and innovative programs that have been designed and are presently in the process of being implemented around this country. The transition bulletin board, the verification of military experience and training, and the DORS system I think are very, very commendable, and I can only encourage you.

As a matter of fact, I was talking to somebody and I want to go over and take a look at that DORS system myself over at Fort Myer so I can understand first-hand how it operates.

Ms. WOODS. I would encourage you and other Members to do that, because it shows, we believe, the way the individual, the departing member, can make a link with employers, and the bulletin board is one piece of that and the DORS is the other piece.

Mr. RIDGE. And I think together they provide a significant means of assistance, at least information, to the soldier. But I must tell you that, in my judgment, I would like to go a little bit further, and I would like to ask you about that.

For the employers to understand the actual value of the information on that transition bulletin is going to take a while. That verification of military experience really doesn't identify jobs, and that DORS system requires 230,000 people to go to a family support center, maybe learn how to use the system, plug into the system, and, again, when I was in the service it was a different kind of Army; the folks you have got in there are a lot smarter than I was and probably a lot better trained with computers.

But I am a little concerned, even with the high-tech application being good, and I would like to go a little further and put a piece of paper in their hand that they can take home and talk to their spouses about. There is some literature out there, some periodicals or some things out there, I understand, in the marketplace that identify potential employment for men and women in the service now, and I'm wondering what, if any, effort has been made to identify the best of those and then to put these documents in the hands of these men and women so they can go home and discuss it with their spouses and their family.

Ms. WOODS. With regard to someone having, if you will, a tangible piece of paper, or a booklet, or that kind of thing, of job listings or something that would be available to them to be able to discuss with others the system that we have for them to develop their own resume and the verification document are that very kind of thing. You know, they can take their mini resume and work from that.

The bulletin board does allow for regularly updated job listings to be available to people, and we find that to be very useful because of the updating part of it. We do have reference materials that provide job listings. One of those is the Militran package that comes out every month. We use that as a reference tool to show people the kinds of things that can be made available to them. Each of the services has that available in their library—and obviously it could be checked out. It is one kind of tool that is available to people that they can use.

Mr. RIDGE. Okay. I am glad you refer to a particular document.

I just have to say—and I hope you take this to be very, very constructive, because you have got an enormous task ahead of you—you have 235,000 men and women who have worn the uniform of this country from 2 years to 20 years to 25 years, many of them in the volunteer service, and many of them expected to make a career out of wearing the uniform of this country. We are now telling them, for a variety of reasons, most of them good, that we are cutting back on our armed services and their hope, their dream—I know it is tough for some of my colleagues to understand that some people proudly wear that uniform for a lifetime—but their dream was to wear it for a career.

I appreciate the fact that we are giving them access to computers and we are going to help them with these other high-tech kinds of things, but I'm just going to implore you and everybody involved in this transition program to make as much information, in whatever form is in their long-term best interest, available to them.

I will tell you that showing up, looking at a computer screen, and then making notes and then going back home and trying to discuss it with your spouse—and I say "spouse" these days because you don't know.

Ms. WOODS. I'm pleased that you say that.

Mr. RIDGE. Absolutely.

But the whole idea that you would be in the service and suddenly the Congress of the United States, which is effectively a board of directors, says, "We are going to close this plant, this plant, and this plant; oh, and, incidentally, you can drop by; here's a computer screen; you have been in with us for 10 years or 12 years; we are going to give you a little extra pay on your way out the door, and that's it." I mean, it sounds cruel, it sounds harsh.

You are in the middle of that, and I'm proud of the work that you have done, and I encourage you to continue to be as innovative as you have been to this point. But this should not be a question of dollars. We are cutting back $50 billion, $60 billion or $70 billion in defense, and I, for one, am not prepared to break down any fire walls. If we are going to spend any of that money that we were going to spend on defense, it ought to be spent on getting these men and women and their families transitioned out. To the extent that you can make that, and are trying to make that, the highest priority and the most effective means of getting them that information and enabling them to transition out, I applaud you and I congratulate you and I thank you.

There is no greater mission right now for people involved in that program than making as much information available to those people, and I hope you look at a wider dissemination of Miltran or whatever. I mean the whole idea that somebody could go to the library—well, excuse me, I've been in the service for 15 years; you tell me I'm not needed any more, and I've got to go to the library to find out whether there might be some jobs out there? I've got to tell you, it just doesn't sit well with me. You know, it just doesn't sit well.

I am not being critical of you, believe me. Just expand it, if you will, and if you need help, come on and knock on my door; I want to help you.

Ms. Woods. Okay. Thank you.

Mr. Penny. Mr. Ritterpusch, would you talk a little more about the degree to which coordination and consultation are now occurring between the three involved Departments and whether there is more that needs to be done in that regard. I think we have come a long way from a couple of years ago when we first held a hearing on this issue, but I just want to know from your perspective whether you are satisfied that the three Departments are consulting on a regular basis to correct any glitches in the program that might crop up.

Mr. Ritterpusch. My impression is that the program is growing so fast and the people we have working that program are working so hard, and they have been at sort of the technical tactical level, and they have been working with each other extensively. I think we have just reached a point—and I think my peers would agree—that we are about to shift gears where we have to not only, I think, provide more programmatic, longer-term planning but also perhaps provide more institutional support.

I know in my own case—and it is easier for me to speak to my own because I can commit that—we have one individual who has done a phenomenal job and is on detail to me from the U.S. Army, God bless them. It is not a one-man show, and we have two clerical people working with him. So we have made a commitment to expand. Part of it is because we recognize we have to now move to an operational or strategic level in our planning. He has spent a wealth of time in the Pentagon and with the Veterans' Administration.

I don't think there has been the absence of coordination, I think it has been sufficient to the means applied, but I think in the time that faces us ahead there are going to be more people involved and they are going to have to network extensively. I think that is the answer in the period of constrained resources and what-have-you. I think working together is the answer anyhow.

I don't think there has been the absence of that; I just think we have to redouble our effort.

Mr. **Penny**. Do you feel that your Department needs to be the one to take the lead in making sure that that coordination and consultation occur?

Mr. **Ritterpusch**. I am going to take the lead from my point of view, but it is an interdependent effort; we all three have to play together.

Mr. **Penny**. There has to be some sense that meetings will be set and people will come together; somebody has to take the lead on this to make sure that discussions that need to occur are occurring on a regular basis.

Mr. **Ritterpusch**. I will assure that.

Mr. **Penny**. You also talked about the long-range planning that you hope to undertake. You mentioned the gentleman from the Army who is on loan to you. Is that the assignment that individual has taken?

Mr. **Ritterpusch**. No, no, no.

Mr. **Penny**. So would you describe in more detail the nature of this long-range planning process, who would be involved, whether the other Departments are participating in that, and what is the time frame.

Mr. **Ritterpusch**. Okay. We decided that to do a better job with all the dynamics that are occurring and to simply not react year by year, that we could look at, for instance, in the areas that were affected by the military build-down, it was time for us, the domestic agency that we are, to look at planning that reciprocated, as it were.

So we have established an individual, Jeff Crandall, who runs our field operation, a very experienced individual, a very senior individual, who has 250 field people working for him and has a wealth of experience, to report to me and to my deputy, Robin, to develop a plan, the timetable to be agreed to next Monday and Tuesday, that will enable us—it is an ongoing process, but the initial window is, we have a program review to the deputy secretary the first week in May, and we have internal budget meetings that follow that in the June time frame.

We want the front end, much as the POM bill did in defense, we want the leading edge of this to be the 1994 resources, but we intend to build it so that it is a trail of resources against requirements, so that we can go to the administration and say, "These are the requirements we have to to service the veterans universe, this growing universe, this universe that has experienced dynamic change over these coming years; this is what we need to do; these are the resources that are available now; these are the additional resources we request," and do that internally in a priority fashion. Jeff knows; this is his.

When we get done with that, the first portion of that will then be translated into the 1994 POM. It is the same rational approach that Defense has used for many years, and since we are now involved in something that directly—you know, we kid ourselves; our veterans don't suddenly pop out of the sky; these are people that are produced by the Department of Defense. So we want to be responsive to something that is already planned. It is not really all that involved; it is a very basic scheme.

Mr. **Penny**. That then positions you to provide input for the coming budget cycle.

Mr. **Ritterpusch**. Yes, sir.

Mr. **Penny**. And it gives you a basis upon which you are going to predicate your request.

What happens if somewhere along the way, at OMB or wherever, somebody disagrees with your analysis of the need and that allocation is not set aside for your agency?

Mr. **Ritterpusch**. Well, of course, there are several avenues before that. First of all, I would hope to have——

Mr. **Penny**. Maybe I could ask that differently. Is this going to be a secret document, or can others who care about this issue get access to that? Even if OMB disagrees with the proposal, then that would give others some opportunity to use the information to make the case for congressional action to fund these levels.

Mr. **Ritterpusch**. Sir, I think that the requirements themselves and the analysis of the requirements in my mind would be public information. The administration's decision on the priority of the requirements and its evaluation of its ability and decision to meet those requirements within resource constraints would be privy administration.

I feel that many of us in the room could sit down and do the same thing that we are going to be doing. I just think it needs to be done and it is time to do it.

Also, I would say—and I can't promise what I don't know can be delivered or not, but I can say that I think within the Department of Labor itself, first of all, we have a chance to make some excellent arguments because the Secretary of Labor has said very clearly that the mission of the Department of Labor is to see that every working man and woman has an optimum chance for job security and job opportunity in a changing world, and I think that within that context the military veteran is the segment that certainly is most affected in the coming years, and we are going to make that case internally.

So I am very optimistic about our ability to improve our resourcing within Labor, and I look for Labor to go forward to OMB, and I think we will have success there because I think it is a very compelling case. However, I can't promise what will happen. If that fails, then it is for others to take whatever information can be public and go forward.

Mr. **Penny**. Thank you.

General Gray, I'm going to toss you a softball.

Mr. **Gray**. Yes, sir.

Mr. **Penny**. Based on the questions and responses with the other two panelists I'm just curious to know if there are some things that have been brought up that you would like an opportunity to react to before we move on to our next group of panelists.

Mr. **Gray**. Only one thing comes to mind, Mr. Chairman, that might be useful to say. You asked the question about the coordination, about whether the three of us in our offices are effectively coordinating, and I think we are, and I'm happy to hear that Labor is going to be able to throw more resources into the pot and things will improve even more over that.

The coordination to date that has been most useful, though, lies in the hands of the local military facility commander in a very special way. You asked about facilities earlier. He or she is the person who can say that you can use this old broken down quonset hut or we are going to, as I saw at Fort Knox, Kentucky, last week, put together a center where our soldiers can go and get the gamut of help that we can give not only from our programs but in this case from the ACAP, with which I am sure you are familiar, the Army's particular program, the Kentucky State employment agency, and a variety of other resources that, on his own initiative, the local commander, with the help of our people and so on, has put together.

This varies, I'm sure, fairly widely from place to place, and it is the coordination between our people in the field, the military people, the Labor people, and my people at the regional offices that is more important perhaps than even the three of us meeting, for whatever value it may be, Mr. Chairman.

Mr. PENNY. I thank all of you for your participation this morning, and, with that, I think we will move along to the next panel. You have been very helpful.

Mr. RIDGE. Mr. Chairman.

Mr. PENNY. Mr. Ridge.

Mr. RIDGE. I would ask unanimous consent that I might be allowed to submit some written questions for any of these witnesses on this or any other panel.

Mr. PENNY. Without objection, and I know we will receive the cooperation of the three panelists in responding to those questions.

Mr. RIDGE. Thank you, Mr. Chairman.

Mr. PENNY. I want to call forward now our second panel, which includes Brig. Gen. R.P. Hickerson, Adjutant General, Department of the Army; Rear Adm. Frank Gallo, Deputy Chief of Naval Personnel, Department of the Navy; Maj. Gen. William Porter, Director of Personnel Programs, U.S. Air Force; and Brig. Gen. Richard Neal, Director of Manpower Plans and Policies, U.S. Marine Corps.

I will begin with the same set of instructions that I gave to the first group of panelists, and that is to please recognize that your written remarks will be made a part of the committee record. My preference, in order to move things along this morning, is that rather than leaning on those written remarks that each of you in turn simply answer the basic question of what is going right and where are we falling short with the TAP program within your particular branch of the military. I think we will just start on my right and move across the table.

General Hickerson.

STATEMENT OF BRIG. GEN. PATRICIA P. HICKERSON, ADJUTANT GENERAL, U.S. ARMY

General HICKERSON. Yes, sir. Within the Army, as you know, our umbrella for our transition services is with ACAP—the Army Career and Alumni Program—and ACAP and DOL TAP have interfaced to provide holistic service to the soldier. Where the two programs are jointly located, the programs complement each other.

We have 24 installations now where we do have DOL TAP, 21 of those are joint programs. We feel that the programs are working very well together and that TAP is complementary to our programs and provides a needed dimension.

Specifically, when we have the two programs combined, we end up with a 3-day workshop; that is, a day and a half of TAP, a half day of the VA, and then the remaining time is with the ACAP.

Thank you, sir.

Mr. PENNY. Thank you.

[The prepared statement of General Hickerson appears at p. 81.]

Mr. PENNY. Admiral Gallo.

REAR ADM. S. F. GALLO, U.S. NAVY, DEPUTY CHIEF OF NAVAL PERSONNEL

Admiral GALLO. Mr. Chairman, the Navy is coming up to speed now regarding getting the Transition Assistance Program in full force. As you know, we started hiring in the fall of last year. We are now coming up to speed as we bring on more people.

We are improving when these people receive the transition services. We would like to get out to the 180 days. We are not doing well in that regard right now, but this is changing as we bring more people on board.

We like the program. Certainly, we like to look out for our people. We have a number of programs in existence to look after transitioning people from the Navy to private life, not these kinds of numbers, certainly. We started out using those programs initially for normal retiring people and have added the transitioning people. It does not meet the new transition standards certainly, but we started out using existing programs. We added the things we could for the people who are leaving who we did not plan on initially.

Regarding the spaces that have been brought up here, we have offered many of our installations, that didn't have the right type of facilities, funding to hire or rent some places out. We have been taken up on that in a number of cases.

Mr. PENNY. Would you repeat that?

Admiral GALLO. They have rented outside spaces where they didn't have the correct facilities on board. We were concerned, especially in places like Norfolk and San Diego, where we have large numbers, they just don't have the facilities. And, as you know, a theater just doesn't lend itself to this kind of business.

We have offered funding and we have been taken up—I don't have the exact figures on how much they have taken it up because it was given to them in packages. Regarding the rest of the program, we are looking for it to continue and we look forward to providing transition services to our people like we do under normal circumstances.

[The prepared statement of Admiral Gallo appears at p. 90.]

Mr. PENNY. General Porter.

STATEMENT OF MAJ. GEN. WILLIAM J. PORTER, DIRECTOR OF PERSONNEL PROGRAMS, U.S. AIR FORCE

General PORTER. Mr. Chairman, I would say one of the things that is going right with this program is the great partnership between Department of Labor, Department of Veterans Affairs and the Air Force. We have formed a partnership and it is working extremely well. Our program would not be as successful as it is today without their support, and we thank them for that.

I think another thing that is right about the program is motivated people working these kinds of problems, and we see that. I think another thing that is right is resources that we are putting into this program, including some computers, and these are necessary, we need that kind of support.

One of the things that I would express as a concern: we don't have too many Air Force people on ships but we do have them in remote locations, and we need to do a better job—and we are working hard to do that—to make these services available to those kinds of folks. If you are overseas, no matter where, it is a lot more difficult to separate and look for a job and think about relocating your family than it is at Keesler or Washington, D.C., or anyplace else CONUS. So I would point that out to the chairman which he probably is already aware of.

[The prepared statement of General Porter appears at p. 97.]

Mr. PENNY. General Neal.

STATEMENT OF BRIG. GEN. R. I. NEAL, U.S. MARINE CORPS, DIRECTOR, MANPOWER PLANS AND POLICY DIVISION, MANPOWER AND RESERVE AFFAIRS DEPARTMENT

General NEAL. Yes, Mr. Chairman. I just returned from North Carolina where I visited three of our resource centers. I can't tell you enthusiastically enough how much commitment is shared between the Department of Labor, the Department of Veterans Affairs, and, of course, our own people. There is a good sharing of information. I think there is some pride in the work that they are accomplishing, and I really sense a commitment and an enthusiasm that I have seldom seen before in programs such as this.

We have some real concerns in a couple of areas. I am not completely happy with our facilities. We are making upgrades at the local unit level, and I think we will see an improvement in that area, particularly for those who may be difficult to access and also centrally located, so that in fact the young men and women can get there.

I think another concern I have is the timing. Right now, of course, we would like to see them get into the program at about the 180-day mark. We are not quite hitting that. There are some groups, I will freely admit, that are not getting there until they have less than 30 days to the end of active service.

There is overcrowding—going back to the facilities issue—particularly in the preseparation briefings at our two major bases, Camp Pendleton and Camp Lejeune.

Another thing we are concerned about is there is not enough spouse involvement. I think this is a command interest type item, where command enthusiasm has to generate this down to the young men and women who serve us, and get spouses involved in the Transition Assistance Programs that are available. Not only to their husband or wife, but also to the dependents.

And then I think, finally, I see an enthusiasm at the command level, but I think that we have to reinvigorate that a little more, because it is a critical concern that we, in fact, do the best we can for the young men and women before they exit.

Thank you.

[The prepared statement of General Neal appears at p. 101.]

Mr. PENNY. I am wondering if each of you could give me a quick answer to the following question, and that is participation rates in terms of the number of discharged personnel per month. If you can give me a comparative, where you were a few months ago, where you are at present, the most recent month of statistics available, and where you are projecting you are going to be in terms of participation rates sometime partway through the coming year. You can select the most convenient dates, but just help me out with some comparatives about where you have been, where we are now, and where you think you are going to be with participation rates.

General HICKERSON. Within the Army, for fiscal year 1992 we have had approximately 60,000 individuals separate and we have had close to that number go through our ACAP programs. The preseparation counseling is mandatory and they do come into our 62 ACAP facilities, 18 of which are overseas, and get at least their initial counseling. From that they expand into the other programs.

But we are seeing a tremendous increase and the full utilization of our program, but a very, very close to our capacity.

Mr. PENNY. So at least with ACAP there is universal participation.

General HICKERSON. Yes.

Mr. PENNY. And a growing percentage is participating in the other assistance efforts.

General HICKERSON. They contribute to the development of their own individual plan as far as their own family needs with their spouse.

Mr. PENNY. Admiral Gallo.

Admiral GALLO. I will have to provide those numbers for you for the record. But the numbers we have are increasing.

Going back to a question that you asked of the previous panel, who are the participants in this? In our case we find that the majority of the participants so far have been really in the retired community, retired people, leaving the service on retirement; the second largest group is the officers. However, the total numbers are increasing. I will have to provide the other numbers for the record, sir.

Mr. PENNY. Okay. Please do.

[The information follows:]

During the six month period from July—December 1991, approximately 50,000 Navy members separated or retired from Active duty. As required by law, pre-separation counseling which included information on the Department of Labor-sponsored Transition Assistance Program (TAP) was made available to every departing member. Of those separating or retiring, 6,100 servicemembers, representing 12.2 percent, attended a Department of Labor-sponsored Transition Assistance Program (TAP) workshop. In addition, 11,960 (23.9 percent) received additional employment assistance through programs such as specialized workshops, one-on-one job search counseling, etc. As stated earlier, TAP participation is a factor of both the number of commands sponsoring workshops and the frequency of workshops conducted at these commands. The Navy expects the number of personnel participating in the TAP workshops and other employment assistance programs to increase exponentially during the next six months. This expectation is based on two developments. First, the number of installations offering TAP workshops will nearly double by the end of fiscal year 1992, increasing from a current level of 20 to 38 sites. And second, the current hiring of transition staff and counselors will increase the accessibility of TAP workshops by allowing Navy to conduct transition workshops at installations where Labor resources are unavailable (e.g., overseas commands). In addition, newly hired staff will augment Labor instructors at those installations where TAP is already established, thus permitting an increase in the frequency of these workshops.

Mr. PENNY. General Porter.

General PORTER. Mr. Chairman, as far as the Air Force is concerned, we consider it essential for people who exit the Air Force to go through a briefing and entitlements and all those kinds of things, so all of our separatees go through that kind of a program. I can tell you that the Transition Program is a growth industry, and I will also tell you that we have gone out of our way to try and keep bean counting off of those people because they have plenty of work to do. So I can't tell you exactly how many we have going through our programs.

It is a growth industry. It is increasing. We know that it crosses the spectrum of all ranks. Not happily, the Air Force just completed a SERB (Selective Early Retirement Board) for lieutenant colonels and colonels. We know that many of those people are participating in the program. But we will provide more specifics for the record.

Mr. PENNY. Okay.

[The information follows:]

The Air Force's separations used to average 4,000 to 5,000 per month. Recently, separations have increased steadily; we anticipate monthly rates rising to 7,000 to 8,000 by this summer. This increase can be seen in the figures for November 1991 (4,600), March 1992 (5,400) and July 1992 (projected to be about 7,000). We provide Transition Assistance counseling to essentially all our separating members, and most of them return several times for follow-on counseling and additional services. With increased awareness and use of Transition services, our Transition workload continues to increase more rapidly than our separation rate.

Mr. PENNY. General Neal.

General NEAL. Obviously, like the other services, it is mandatory attendance by those who are separating. I am not going to say there is a 100 percent participation. I think some commanders put it off until too late, and they put it on a checklist that they give 5 days before they exit the service, and so some of our folks are not getting the benefit of the expanded program.

Mr. PENNY. And I trust you are going to do something about that in those cases where the notice is coming too late?

General NEAL. Yes, sir. In fact, to be quite frank, we just released a message about 2 days ago from the Deputy Chief of Staff, Manpower and Reserve Affairs for the Marine Corps again talking about those issues that I talked about previously.

Mr. PENNY. I know that the objective here was to try and move this up about 180 days prior to this charge, and clearly the closer to that 180 days we can schedule this opportunity the better, because it is a tight job market and I think people need that extra time to begin to focus on their job search and the related matters.

So I guess I would urge each of you to kind of review your policies in this regard. To the degree that you have too many that are falling into the 30-day or less category, see what you can do to institute a revision in those policies to get more of these servicemembers availed of this service closer to the 180-day standard.

The spousal issue is one that I think is quite important as well. It sounds to me like it is a space available kind of opportunity at some bases, and I would just like a feel from each of you as to how aggressively you are trying to resolve that demand and whether we can't get more to a point where this becomes an entitlement for the spouse as well. Because we are not just trying to provide a transition for the individual from military service to civilian life, but for the family. And, if that involves a job transition for a spouse as well, it seems to me that we owe that to them.

Can you help us with that?

General Hickerson. Our ACAP and our transition services are available to spouses, both joint counseling with the servicemember are encouraged, in fact, to work out their transition plan together, but the spouse as an individual can come through and work out their own program. And we do have many cases where both the husband and the wife, one military and one not military, do come through the program jointly.

I think as our programs mature, because they are new, and this becomes more widely known it will become much more common.

Mr. Penny. It is not restricted by space? Any spouse that comes in is handled with ACAP. Would any spouse be enrolled in TAP?

General Hickerson. As far as I know, they would.

Mr. Penny. All right. How about the Navy?

Admiral Gallo. We are not turning people away. I can say that, in fact, when we get groups who are too large we may postpone them to the next class. But, as we get more people and train train them, we are able to schedule our clients earlier. In fact, we can schedule individuals at an earlier time and provide the services when they want to come in. When the class becomes too large, of course, that is a problem.

We are fortunate in that our Family Service Centers, which are the focal point for the services we are providing, are very active. They have provided such services in the past because we do a lot of moving of our people, as the other services do. And, with ships deploying, et cetera, Family Service Centers have provided such services for us in the past and that is why they have become the focal point during this current program.

Mr. Penny. But is it accurate to say that if a spouse requests participation in the TAP program the Navy will make room, the only exception being that they may not get in this month but have to wait till next month, or this week and will have to wait till next week?

Admiral Gallo. We are not turning people away. We are not turning them away; no, sir.

Mr. Penny. You are not turning them away. The only problem might be if they were asked to come into the next class?

Admiral Gallo. That is it; only if the size gets too large.

Mr. Penny. Okay. Thank you.

Air Force.

General **Porter**. Mr. Chairman, I think that applies to the Air Force too. The only thing I would say is I do see this as a growth industry, and as we move down the road and as we get more people in these seminars, we are going to have to take a look at priorities.

The other thing I would add is that the Air Force has had a very active spouse employment program for years and we continue along that line.

Mr. **Penny**. Okay. Marines.

General **Neal**. Yes, sir. The same thing as the Air Force. We have had an active spouse program before. Right now our concern is, I don't think the husband is going home, or the married woman marine is going home, and talking about the program, and so I just think there is a lost opportunity for some of these spouses coming in and getting educated.

Mr. **Penny**. Do you have a form that would be made available to the servicemember, just like an announcement form, that would be separate from all the other material you might hand out that would be specifically directed to their spouse?

General **Neal**. I can't answer that with complete confidence here, sir.

Mr. **Penny**. I mean it is their responsibility to either remember to give it to them or not. But at least it would be a more proactive policy for the base to say, "Here is the paperwork you need and one of these forms we want you to give to your spouse."

General **Neal**. There is an active education program through flyers and other media. I will just use, for example, the recent trip I had to North Carolina where they actually have advertised spouse opportunities to come in and prepare resumes, familiarize themselves with job opportunities, et cetera. So it is out there. But using a form, I can't answer that question.

(Subsequently, the Department of Defense provided the following information:)

The departing Marine signs an uncodified Presepararation Counseling Acknowledgement Form which is placed in his Officer Qualification Record (OZR)/Service Record Book (SRB). Signature of this form verifies receipt of Transition Assistance Counseling (presentation of the required nine points of law, et cetera). Law requires that this information be presented to the separating Active duty member.

No spouse specific Transition Assistance nontifiacation form has been developed to date. However, spouses are encouraged to attend (with Command support) *all* Transition Assistance briefings and seminars. Special opportunities are advertised on a continuing basis, for spousal participation in base/command-wide job fairs, resume preparation seminars, et cetera.

Mr. **Penny**. Okay. Well, that is, again, just to make sure that the awareness is there, I think you may want to provide a little more direction to the various bases so that they think through how they are promoting and advertising that.

Mr. Smith.

Mr. **Smith**. Thank you very much. I want to welcome our distingished panel to the committee. Mr. Chairman, I would ask that a statement by Congressman Santorum, a member of our subcommittee, may be made a part of the record. He has contacted the committee. He said he would have liked to have been here, but he had an emergency requiring his presence. His daughter went to the hospital and he had to go in and be with her. I would ask that be part of the record.

Mr. PENNY. Without objection.

Mr. SMITH. Thank you. Admiral Gallo, the subcommittee's site visits to two of three installations—Norfolk, Charleston, and San Diego—and conversations with personnel at one of those indicates a large number of separations are occurring at those three facilities. Do you have any plans to beef up the staffing and the resources available? Because there seem to be inadequacies, as expressed to our subcommittee staff.

Admiral GALLO. I freely admit there are inadequacies in some of these places, mainly because the staff is just not on board yet. We are still hiring staff and still training staff. Yes, we are, in fact, beefing up those resources.

Mr. SMITH. Are those plans in terms of how large of a staff you need to accommodate those needs, is that something that could be made available to the committee?

Admiral GALLO. Yes, we can. We can provide that for the record.

Mr. SMITH. Appreciate that.

[The information follows:]

Central to the Navy's implementation plan is the provision of program support to our transition sites. Developed last spring, the Navy's implementation plan involves the hiring and training of additional staff, purchase of computer equipment and reference material, the funding of associated administrative costs. Level of support is commensurate with the installation's size (population) and annual number of separations/retirements. Implementation of this plan was largely contingent upon receipt of appropriated program funds which Navy received in January 1992. In February 1992, funds were distributed to Navy transition sites to facilitate the hiring of new staff. Specifically, Naval Station, San Diego and Naval Base, Norfolk each received funding to hire an additional seven staff members—a staffing level which is nearly twice as high as smaller commands. Naval Station, Charleston received funding to hire an additional five staff members.

Mr. SMITH. This question, I guess, is to all the panelists. I read in the Christian Science Monitor a statement by Lieutenant Colonel John Calin, who is stationed in Naples, and he was complaining—and perhaps you have seen it as well—about the disparity between resources available to those men and women overseas versus those available to those who are stateside.

General Hickerson, I read in your testimony that there are 44 ACAP offices in the Continental U.S. For the remainder, there are 18 sites that are abroad, including Hawaii, which obviously is not abroad, but not Continental U.S.

You know, again trying to match and marry the need with resources, how many more sites do you all believe need to be established overseas? If you have the information, I would make it a part of the record, especially in light of this letter from Colonel Calin in which he complains rather bitterly about the difference between what is available to him and what is available to those who are stateside.

General HICKERSON. Right now we have the number of sites that we have planned, and what we do overseas is what we also do with some of our larger installations here in the United States; for instance, Fort Benning, which would be a large facility, and we call this a regional facility. They also have the capability of going out to some of our smaller installations with a mobile type of counseling, and this is the type of thing that we are also trying to do in our overseas sites. For instance, our ACAP site in Italy is in Vicenza, and then have the capability of going out to more of the remote sites within Italy. We do the same thing with our Germany sites. There are only 11 in Germany, but we have many more than 11 bases. So they have what we call sort of an outreach program. And this is our objective, to try to reach not just our overseas soldier, but all of our soldiers who are not physically located at an installation where there is ACAP.

Mr. **Smith**. Are there more plans to expand?

General **Hickerson**. No, there is not. Not at this point. What we are trying to do is expand the capability within the sites that we do have. It is not something where you just pick it up and move a permanent site. We need the base support that you get from the large site.

Admiral **Gallo**. Naples is probably a good example. I was stationed there 2 years ago, and what they have available there is limited. There is much more available up north—I am sure the General can tell you about that—in some of the Air Force or Army bases in Germany. Naples is particularly limited. However, there is a Family Service Center there.

We are limited in our computer facilities that allow us to manage the personnel end. Much of the skills verification business we are going through will come from our Source Data System which is going into Naples over the next couple of months. So that will give us some help down there.

Sigonella is also a problem very similar to Naples. Rota is one of our pilot sites, so there is more information going in there. There are limitations on the overseas transition process and we, in fact, are expanding the transition sites over there to include places like La Madelena, Sardinia; Sigonella; Naples; Rota, et cetera. But it is limited and more difficult from overseas.

Mr. **Smith**. How limited are you by the absence of funds being made available by Congress?

Admiral **Gallo**. It is not really the funds end of it right now. It is really more a case of the facilities that are available. It is the communications facilities, et cetera. If it was strictly a funding problem, we would try to rectify that one way or the other. It is just the facilities that are available.

Mr. **Smith**. Okay. General Porter.

General **Porter**. Sir, I know Lieutenant Colonel Mike Callen, used to work with him. He is a good officer. He points out a real problem.

We are doing some things. More manpower. We have gone out recently with authority for our folks to hire some additional people. We are going to cooperate with the Navy in Naples. But it is more than Naples. That is just kind of an example of people who are caught in that trick. We are looking at policies, permissive TDY policies that we can expand for people who are in those kinds of situations, and maybe even bring the spouses along.

So there are a lot of things that we are looking at. It is a problem and we are going to work it.

Mr. **Smith**. General Neal.

General **Neal**. Sir, our two primary bases overseas are Okinawa and Iwakuni, Japan. That is where we have probably about 20 percent of our operational forces at any one time. They have probably the best facilities from a state-of-the-art facility for educational pursuits than any of our stateside bases, simply because the Japanese help us in constructing a lot of those facilities.

It is a good program. A really good program. The only downside is that with job fairs, as you can well imagine, you have a distinct problem of bringing employers or potential employers out there to meet with prospective employees. Now, with the verification system coming on line, and also the resume preparation capabilities, we expect that we will be able to complement the education facility with computer networking and try to get this stuff out earlier for the young Marines before they are released from Active service in the Marine Corps.

So it is working exceptionally well. For some of the remote sites like the Marine Security Guard locations around the world, we are right now in the process of putting together a series of videos that talk about resume preparation and all of the nine mandatory points of law regarding transition assistance. Once those are completed they will be sent out to these remote sites so that they can assist the young Marines in getting prepared.

Mr. SMITH. I see my time is up. But I want to commend all four of you for the excellent work you are doing. It is a difficult process, but with the resources you have at your disposal I am sure, knowing the way the military customarily does this, it is an aggressive, all out, "can do" type of effort. I applaud you and encourage you.

If there are needs that surface, I hope you will feel and know that you have a very sympathetic bipartisan group of legislators here who would like to help. But we need to know what the needs are. And I thank you.

Mr. PENNY. Mr. Ridge.

Mr. RIDGE. Thank you, Mr. Chairman. I certainly want to associate myself with the remarks of the gentleman from New Jersey. If you have got a problem, we on both sides of the aisle want to help you solve it. If it is resources, and it doesn't sound as if that is the problem, but you let us know immediately and we will do all we can to rectify it.

I am very encouraged by your critical analysis of your own problems internally. The fact that you have set goals and standards, you know you are not there yet, and you keep pushing the system to get there is very encouraging. Because it is happening very, very quickly, and there is enormous pressure to be as compassionate and as effective and as efficient as you possibly can. But the enormity of the task is probably not understood by those of us outside your individual installations and are not involved in the day-to-day activity of dealing with these people.

I know for a fact that we are beginning to get calls from men and women in the service who just don't want to leave. You can understand that. You wouldn't want to leave either. Obviously, you haven't. The point is that it is as much a psychological encounter as it is a financial one or a family one. I mean, it is just a real tough time for a lot of people. You are sensitive to these men and women, and hopefully even more sensitive to the spousal input. I hope that the limitation on spousal involvement is not financial, and if it is facilities, let's get the facilities. This volunteer Army of ours has served us well in peacetime and in war, and I think how we treat these men and women during this difficult period of service will dramatically affect either adversely or positively our future ability to attract and retain good men and women in the service.

And I think it is absolutely essential, and for that reason I am very pleased that you are working so hard, understanding you are not there yet but you keep on pushing.

There are gaps, it seems to me, and I would like you just to talk a little bit about the gaps. We have remote bases. You have got some people probably who are going to leave after they get done with their tour on board ship, and so you are limited with those facilities. Overseas, frankly, there are just different logistical problems and technological problems with installations, with the possible exception of one or two installations in Japan or Italy. So you have got those gaps. I see a gap and I am going to get back to it as well.

We have got a lot of men and women in this volunteer Army that are self-starters. They are aggressive. They are energetic. That is why they are there. That is why we have attracted them. I mean, I envision this conversation when, a man or a woman comes home to their spouse and in this instance reports to the spouse, "Well, honey, I put my resume in the database today." You know, that is not real assuring to a man or a woman or a family that has been active. Because you have got to wait for somebody looking at a screen somewhere else to say, "This might be a fit."

So I want to encourage you internally to take a look at either coming up with something that these men and women can take home and in that 3-month or 6-month period send out their own resumes to initiate their own employment searches to complement yours. But, please talk a little bit about your own efforts to fill in these gaps and your ability to identify these gaps and how you are going to resolve it.

General HICKERSON. First, Mr. Congressman, we are pleased to hear you want to visit Fort Myer and look at DORS and ACAP, and we invite you there because we can show you firsthand. We have two parts of ACAP. One is the transition part, but the other is the job assistance, and that is the voluntary part for the servicemember. Through the job assistance they are taught and assisted in writing a resume and actually printing it out.

We have an Army/employer network which has over 4,000 employers and service providers, all volunteers who have listed their own companies and any jobs for which they might be interested in hiring servicemembers. The servicemember is able to go into the computer by occupation, by location. They can print out as many as they wish. And they are assisted in sending their resumes to these individuals. So this is complemented by the DORS which is the mini-resume which resides for someone to find them and write to them. But at the same time this is very proactive and is being very, very well received by servicemembers and their spouses.

Mr. RIDGE. Admiral.

Admiral GALLO. I would just echo what she says here. But, you know, in the skills enhancement area, the skills verification business is more than just looking at some computer scope. They take the members training record, and they literally get that to print out in words what that training qualifies him for. I have it in front of me. They just pulled one out for me. This is a fellow who is an E-8. He is a very highly qualified electronics type person. But there are 18 pages of military training that they took, the NECs this person has, the MOSs, the schools he had, whatever, and they in fact print out and it tells them what he is qualified for.

Mr. Ridge. But does it say this is what you are qualified for, and then these are the job markets, and these are the addresses?

Admiral Gallo. It does not. It allows him to put together a resume. Rather than just have to dig it out himself, it gives him in words what he could put in that resume to say what he has done and what he is qualified for.

Mr. Ridge. Well, that is good.

Admiral Gallo. That is a good piece of paper for him to have.

Mr. Ridge. It is.

Admiral Gallo. Now, is that in place right now entirely? No, sir, it is not. In some cases it is. In May, we will put out our first. I know a couple of the other services are a little beyond us in that. But we will get our first group out in May. I think the other guys are a little bit further along. This is the kind of thing a person can take and use.

Mr. Ridge. I like it, believe me. Bring all this electronic and technological wizardry to these people. I just want to give them more, because I think they are a unique group of men and women, many of them with a longstanding commitment to this country, and they are self-starters. That is a good component. But, if you gave these men and women employers' names and addresses they will take their resume home, write their own letters, make their own phone calls, or do they kind of things that they need to do, that I would do or you would do in the job market to go after it.

But it is all, hopefully, going to be complementary, to give them a whole package as to how to go out and find a place. I appreciate that.

General Porter. Sir, to get into the non-wizardry for just a minute, the seminar itself is a great facilitator. It is a 3-day enterprise. It can be individual. We do some of that. But it is a 3-day enterprise, and the purpose is to psychologically prepare somebody to go from a military environment out to look for a job. And part of that is how do you write a resume, how do you get yourself ready, how do you dress—all those kinds of things that you need to think about.

In addition to that, when they finish there is a packet of materials that they take with them, including words about how to write a resume and how to go through the interview and those kinds of things. So there is a lot of information that is not all just tied to the computer that they take with them.

General Neal. Likewise, Mr. Congressman. It is kind of infectious when you get down around some of these young Marines. Three of them were on computers, and you have to put it in perspective. Ninety-eight percent of the Marine Corps, the young men and women, are high school graduates. They know how to turn that sucker on. I don't, but they do. And they can really go at it. And all they need to know is, the wherewithal, the forms or the software to do it, and we have it.

They do take this home. It is a hard copy. It is something they can take home and discuss with their wife. It is complemented by a one-on-one which cost us a lot of man-hours. Well spent man-hours, I might add, because I agree with you about our investment in the All-Volunteer Force. But the one-on-one is where they sit down and they actually get the rules of the road on how they can sell themselves and put themselves out in the job place as something an employer really wants.

The USO put out a real good "Know Our Heroes" a video that we show at the job fairs that we have at the bases and stations. At Camp Lejeune last month, 60 companies were represented, 3,000 participants from the young Marines around the base went to this job fair. They really were excited about it. I read alot of the comments that were put into a book for IG inspection issues to see if, in fact, the TAP was really working, and the enthusiasm was infectious.

Mr. RIDGE. I am encouraged by all your good work. I congratulate you.

The one comfort level that I have in this whole transition process is that I know that the men and women in uniform will do their best to take care of their men and women in uniform. And that is going to be a tough, difficult task. Coming on up and talk to us if you need more help.

Mr. PENNY. Mrs. Patterson, any questions?

Mrs. PATTERSON. Thank you, Mr. Chairman. Let me apologize to the distinguished panel for my tardiness in arriving. But it is not a lack of interest, because I certainly appreciate what you are doing and especially at this time when we are going to be down-sizing our military and helping our young men and women find meaningful employment when they get out.

I was pleased to hear, as my colleagues, that it is not a question of funding, because at this time it seems like everybody else is saying it is funding that is holding them back from doing the programs they need. So I was encouraged to hear that, but also concerned about the lack of facilities or the appropriate facilities to carry this program through.

So I share the concerns of my colleagues on both sides. I would hope that you would come and share with us how we can work together to make this program more effective because the needs are going to be greater, much, much greater in the months and years ahead.

Thank you very much.

Mr. PENNY. With that I have one last question for the panel, and I would think to some degree this might be an issue that applies to each branch of the military because, while you aren't like the Navy with service people on board ship, each of you have facilities in remote locations. It is trying to reach those personnel that is problematic.

You heard Mr. Ritterpusch from the Department of Labor describe this video that they are planning to develop. Were you aware of that prior to this morning? And are you planning to take advantage of that and get that to those bases or facilities that aren't now being adequately served?

Just a quick answer from each of you and then we will move on to the next panel.

General **Hickerson**. We welcome all resources, videos, job fairs. Right now the VA is in Europe meeting with many of our people. So we welcome all of them and we will use that to the maximum extent possible.

Mr. **Penny**. Admiral.

Admiral **Gallo**. I can just echo that.

Mr. **Penny**. General.

General **Porter**. Yes, sir.

Mr. **Penny**. The Marines.

General **Neal**. Yes, sir.

Mr. **Penny**. We hope that it is available very soon and that you can put it to good use in the very near future.

Thank you. You have been very helpful this morning. Keep doing the best you can with the program.

Mr. **Penny**. Our next panel this morning includes Mr. Tom Hines, the Executive Deputy Commissioner of Labor, New York Department of Labor; Mr. Charles Middlebrooks, Assistant Secretary, Maryland Department of Economic and Employment Development; and Dr. Robert David, Executive Director, South Carolina Employment Security Commission.

We welcome you here this morning. I want to proceed as we have with the previous panels, and that is to instruct you that your written remarks will appear in the committee record and that we would prefer that you proceed this morning by simply responding to the fundamental question of how is the TAP program working and what could we do to make it work better?

With that instruction, I would call first on Mr. Hines to make his presentation. Then we will move to your right across the table.

STATEMENT OF THOMAS M. HINES, EXECUTIVE DEPUTY COMMISSIONER OF LABOR, NEW YORK DEPARTMENT OF LABOR

Mr. **Hines**. Thank you, Mr. Chairman. I appreciate the opportunity to be here.

I would like at the outset, notwithstanding the details contained in the remarks that were submitted, to draw a couple of distinctions, if I could. There is a difference between transition and TAP. TAP is a terrific concept and it is a great success story. There are some problems with TAP which I will address, and there are some problems with transition.

One of the other distinctions that I would like to make too is that it is a little frustrating for me to sit in the audience and I listen to the accounting of the success stories, and virtually every example of where TAP is working successfully involves the energy and dedication of the staff of some individual State employment security agency and, with the exception of Rear Adm. Gallo, who was nice enough to mention our involvement, the States seem to go unnoticed.

The delivery of the services in these successful centers come from the men and women who work for the individual State employment security agencies. And so there is a distinction between what USDOL does and what individual State Departments of Labor do.

The problems with TAP—it is a fantastic concept. I had the luxury several years ago of seeing a predecessor to this approach that was operated out of San Diego, a cooperative arrangement between the State of C. and Department of the Navy, and they are really good programs. The issue is that they are a drain on resources of the individual States.

We have to choose. We have to choose between using our veterans' services and resources that exist within the Department of Labor to serve the indigenous veterans population which the formula provides that staff for or providing resources over TAP. In a perfect world, we would like to do both. The fact of the matter is that we have to make those choices and we have to rob Peter to pay Paul to do that.

There are some other problems too and that involves a sense of coordination and leadership on this. I heard some very good concerns here raised, for example, about the fact that this is a broader issue than just separatees. It involves spouses. Spouses, for example, would be served by our employment service; employment services in the State, their Federal partners, the Employment and Training Administration within the USDOL; our veterans staff; as a Federal partner, the Assistant Secretary for Veterans services.

We don't really see at the State level a lot of coordination between those two Federal entities within the Department of Labor, nor any significant efforts with regard to forming linkages between the Department of Defense and the State employment security agencies in trying to attack this issue. I would have to tell you, in all candor, we like to be left alone a lot of times with respect to what we do in individual States. But, whereas the States can be an answer to these problems, the challenge of what is going on with down-sizing, this is a national issue and there is a need to link all of these efforts together as a national issue.

We have been involved at the State level through the Interstate Conference of Employment Security Agencies and some good discussions with the Department of Defense, starting in the summer of last year as a consequence of some hearings that were conducted by this committee, and we have been making great strides there. We have been working with Bob Stein, who is with Defense Department, and we are trying to put together the linkages that are important for us to take on a situation where you are dealing with a wide variety of individuals who are scattered geographically around the globe and to try to link them to job opportunities that are scattered around the country, and to take, for example, a new individual who is stationed at Fort Bragg who enlisted from New York but wants to go to the Pacific Northwest and try to find some kind of a system that puts that individual in place and gives him or her the information that he or she needs to be able to make that transition smoothly.

These are tough times. We have lost more jobs in the State of New York in the last year and a half than we have lost in any 18-month period since we have been counting statistics. It is a very tough time for an individual to come out of the service and not have a good smooth transition. All the more important that we set good systems like this in place. I think, in fact, I have to say it is too bad we hadn't done this a long time ago. There should have been, given the nature of what the military is all about, and the unusual characteristics of people employed in the military, upon their separation a system in place that provides them with these kinds of job opportunities, information about labor markets. And quite frankly, what we are trying to do is set up a system that will stand the test of time and will be there as a permanent assistance to men and women separating from the service and their spouses and other dependents who may be looking for employment.

One of the things that we are trying to do with respect to unifying this as a kind of a national network and approach is to strengthen an entity that already exists among a number of the States known as the Interstate Job Bank. The Interstate Job Bank provides right now a listing of 28,000 jobs which average over $11 an hour that are scattered all over the Continental United States, many of which have gone unfilled for, on average, 23 days because they are in demand occupations and for many of which we think there are highly qualified men and women coming out of the service, and their spouses, who would like to know about these jobs and who would like to have access to them.

The Interstate Job Bank has another unique feature, and that is that virtually every one of the jobs comes with a wonderful present attached to it. It is the contact with one of our staff individuals because in almost every instance those jobs that are listed there are listed by employers who want to have individuals screened before the referral is made. So, if the individual from Fort Bragg calls into the system, which is high tech, computerized, and notices a job in the Seattle area and makes a contact with one of the officers of the Washington Department of Labor, even if that job is not the right one for that individual, even if that job has, perhaps, been filled in the last 24 hours, they have made an extraordinarily valuable contact with someone who will start to say: "Well, let me work with you and see what I can do to find you an alternative opportunity." Or maybe this is the job for you and maybe you have a spouse. They will begin to work with you on trying to find a job for that spouse.

And, in some instances, for example, in New York we can provide all kinds of other information about this cost of living in the area, availability of daycare, certain kinds of social services that may be available, information on the educational system—all of which will be very useful for transition.

We think that it is a national problem. It is a national challenge for all of us and we need to have a good unified approach to this. We seek the strengthening of the Interstate Job Bank. We are working on making this system much more user friendly for members of the military. In fact, we are hoping to get it down to the point where it is PC resident so, as was described here, in situations where individuals are in remote locations or at sea or abroad that they can receive information which is only untimely by a day or two or three that talks about real, bona fide jobs that are available right here and now that have gone unfilled and begin to utilize that information effectively, so that where a person is stationed does not become an issue with respect to jobs.

Jobs are only a component. It has been stressed here that this is a—you know, there is an integrated approach to this. Jobs are only a component, but an extraordinarily important component when one finishes the process of moving out from an employer. We think we have the network for that.

On the resource side, our resources are strained. We do a lot of business with employers who are down-sizing or right-sizing or whatever the contemporary term is right now. The way in which we do it has a pretty established track record. Large corporations like General Electric would come in to us and indicate that they were going to do some substantial outplacements of current employees and seek our assistance. We negotiate a package. We determine what resources are appropriate to whatever the objectives of the corporation may be. And then ofttimes those corporations will revenue contract with us and provide us with additional funds so that we can backfill as we move our professionals in to provide this service, so that we can continue to serve the remainder of the community.

We have not been able to do that with the current system, and so therefore we run into the situation I described earlier, which is that necessity of robbing Peter to pay Paul, straining the existing resources, having to move around DVOP and local veterans staff to try to provide the assistance.

Where we can, the ideal model is hands on, one on one. Unfortunately, the fact of the matter is it is a zero sum game and our resources on both the job service and the veterans side have been strained and reduced over a number of years. We are doing the best we can with what we have, but it is a major piece of pressure on the individual States right now.

Thank you.

Mr. PENNY. Thank you.

[The prepared statement of Mr. Hines appears at p. 106.]

Mr. PENNY. Dr. David.

STATEMENT OF DR. ROBERT E. (JACK) DAVID, EXECUTIVE DIRECTOR, SOUTH CAROLINA EMPLOYMENT SECURITY COMMISSION

Mr. DAVID. I appreciate the opportunity to be here.

The TAP program in our State is working well. We have had so far 44 workshops and we have talked to 1695 individuals. The training has been well received and, obviously, appreciated by those who received it. We expect nationwide some 91 TAP sites, 23 States, during fiscal year 1991, and 178 sites in 44 States in fiscal year 1992.

I am very proud to report to you today that South Carolina is preparing for its veterans to come home, as well as those who select our State to settle there. Our Governor is committed, as well as all the other leaders in our State, to provide the services that are needed. The Governor has appointed a Military Assistance Council consisting of all State agencies that are involved in the transition as well as those Federal agencies in our State to work together in partnership.

We are in the process now of working with all the various defense establishments, signing Memorandums of Understanding. We have signed—the Governor has signed one with the Army. We

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have recently, the Employment Security Commission, has signed with Fort Jackson. Last Friday we were down at Myrtle Beach and signed with Colonel Gallagher there, the base commander.

These are understandings of certain services that we will provide and services that they will provide. One of the key things in these memoranda is to notify us some 180 days in advance of those that will be getting out or those that will be settling in our State.

Our interest, of course, is not just in the serviceman that will be coming home, but his entire family. Our Superintendent of Education is interested in those who would like to pursue teaching as a career, and we are developing a shortcut to teaching certificates so that they can move rapidly into these types of jobs in our State. Our Voc Rehab Director is very much interested in anyone coming back that may have handicapped people in their families. Our Higher Education Commission is interested in those that will be entering colleges, members of the family, the types of training that they will need.

Mr. Chairman, I can tell you that in 1966 I left the service and I transitioned back to civilian life, as we called it then. They had a little parade for me at the base where I was. They gave me a medal and I went home. I found work because I prepared to work when I got out.

But what the various establishments are doing now, Department of Defense, is great, and I couldn't commend this committee any more or commend them. We need that kind of partnership between the defense establishment, which includes the Labor Department, and the various States. And please don't leave the States out of this. Because you can do all the things that you do in the services, once you turn them out the gate they belong to us. We have a responsibility to serve them.

What we are saying to you now, we want to serve them earlier. And we are doing this through the TAP program. And, if we can be notified in advance, as each one of the other panelists told you, 180 days in advance, regardless of where they are, anyplace in the world, we will communicate back with them if they are coming to South Carolina. We will give them the information that they need to settle in our State. We will ask for information from them about their family and how we can help each member to smoothly transition into our State.

We have a growing State and many people are retiring there. I would tell you that the Military Assistance Council, working with the Base Council, closing council that we have had, and that sunsets at the end of March, so the Military Assistance Council in South Carolina then will be dealing with all of this, with all of the agencies. And the Employment service is there to serve, not just in our State, but throughout this Nation. And I would say to you that we need to watch very closely as we duplicate and overlap services. That we should not spend money creating positions, jobs and systems that are duplicating systems that are already in place out there, and I cite the New York Job Bank. They provide a job bank for all of us. We put our jobs in that bank and it makes those jobs available to all the other States that are on that system. It can be expanded and provide these very same services to all of the various Department of Defense services.

I would say to you that we have had very good cooperation from the Department of Defense. I think maybe in our own Labor Department there may have been some misunderstandings early on, and as the result of that the Employment Security Directors in the various states were not brought aboard. So many things happened before we ever got into this. But I would say that we did with Millicent Woods and she has been very cooperative, her and her staff, in helping us to work out and develop the kind of partnership we need, Mr. Chairman.

I guess the last thought that I have is that we did sign a memorandum with the Army—the Governor. We did promise to try to find jobs for the skilled people who will be coming out of service.

I think we need to look at the service again. I happen to be a service person. When I came out of service, I planned my early retirement. Many of these people now are being pink-slipped and they are getting out just like they were pushed out in 1958 when we really messed up the whole system then, because we did not plan and we were not prepared for it. We had World War II officers being pushed down to Master Sergeant. We clogged up the NCO system. We have got a better working relationship and partnerships going now, and this will work. I came home, found employment, but I didn't have the Employment service there to help me. We have that now all over the Nation, Mr. Chairman. We want to play our role in this, and we encourage you—we are strained right now in all of our offices because we have a recession. We are serving many, many people. But we need more people to provide the permanent type of services that are needed now in the Employment service. We need more DVOPs. We need more LVERs. I would ask you to please consider that.

Mr. Penny. We are working on it.

[The prepared statement of Mr. David appears at p. 114.]

Mr. Penny. Mr. Middlebrook.

STATEMENT OF CHARLES MIDDLEBROOKS, ASSISTANT SECRETARY FOR EMPLOYMENT AND TRAINING, MARYLAND DEPARTMENT OF ECONOMIC AND EMPLOYMENT DEVELOPMENT

Mr. Middlebrooks. Mr. Chairman, on behalf of all the States, I certainly want to thank this committee for the interest you have shown since having hearings earlier last year. A lot of things have happened and I think that was an important role for this committee.

My Governor is probably going to get on me because I am not going to talk to you about all the things we are doing in Maryland. I think there are some conceptual issues that you as a committee are really interested in and I think I can boil those down into 3 words. Then I would like to use a couple of charts that I think will be a picture worth a thousand words.

The three words are: "TAP" and the other word that goes with it— "connections". It is a matter of emphasis and the proper balance of emphasis between those two things. The third word is— "partnerships".

Transition has to do with movement from one stage to another. The two obvious stages we have is Active duty and civilian life.

And we have the key partners. They are the branches of services; there are many, many installations to be worked with; there are the support services that exist at those installations; and then all the people that are separating. And the thing about all the people that are separating is that now we are not only talking about the increase of maybe 10 percent, the 30,000, but we are talking about all 330,000. We are talking about trying to do a better job with 300,000 normal separations because we realize the importance to the 30,000 that are extra.

Down below you have States. There are 2,300 community offices out there in the Employment service; and there are 3,200 veterans representatives whose sole job it is to work with the resident veterans population as well as the persons that are separating. Those veterans representatives last year saw 2.4 million veterans in this country, and there were over 500,000 employment transactions that were reportable, not counting the ones that are not reportable.

This infrastructure has existed for many years and transition is not anything new because military bases and the Employment service have been getting together regularly on a monthly basis to work together on retirement seminars and all those kind of things. But they were not as comprehensive or as intensive as what we are talking about now.

When you are thinking about the services, there is a whole array of transition services, everything from the things that have to do with health benefits, transition pay, and all those kind of things which the employer of record, which is the service, is going to be involved in. The thing that has been the center of all the discussion over the past year is the employment-related services. They tend to be in the area of career information, career guidance, and then you get into the workshops and resume writing. And TAP, while it is larger, is primarily a workshop structure that is preparatory. It is teaching you something. It is preparing you to do something.

The other part of the equation is the eventual connection that you want to take place, which is with the job. All of the talk you have heard this morning mostly is about TAP. It is extremely important. You and we are all faced with the issue of how much resources are we going to put on TAP versus how much resources are we going to put on making the "connection." In the employment security network that is our job, making those connections out there in 2300 communities over the country. There are veterans staff people that are there.

As an example of how this should work, in April of 1990—not April of 1991, but in April of 1990 Governor Schaefer said to all of his cabinet people: "Something is going on. There are going to be some big changes in the world." And he asked us all to think about the things we should be doing.

Well, we knew of the military transitioning. So on a very, very small scale basis one of our concerns was what about all the people in Europe. We had a natural ally in terms of the University of Maryland, so with a total of about $30,000 over a year we created a small connection service with the University of Maryland in which they agreed to distribute some brochures about making "connections." This (brochure held up) is about Maryland. You can send it back in and send it with your resume. In a year we have received 950 resumes from people only in Europe.

Now, the way you would like this to work is the incidence in which a Major and his wife wrote to us and said they wanted to locate back in the States to Westminster, Maryland. I don't know if any of you know where Westminster, Maryland, is; it is about halfway between Baltimore and Gettysburg and it is a very fast growing community. A very nice place. What we did with that person and the spouse's resume is give that to the local veterans officer in our office and say, "Start working with this family. Write them a letter. Get to know them. They are your buddy in a sense." In this particular case we were able to work out a connection for the wife to teach in the school systems.

Those kind of connections take a lot more time than just teaching a workshop. Any of us can run the workshops. You could train the military. You could train outside contractors. We do that. The workshop is something any of us could do. But let's don't leave out of this the "connections."

So where is the pressure coming from? The military installations are being pressured to give a more comprehensive transition service. We are being pressured to send people out to the bases to help make the connections. Our person can probably help the person find a connection in Forsythe, Arkansas, better than anybody else can because they know there is a veterans representative there. They know who their name is, can call them up on the phone or send them a letter.

The problem is that when—in Maryland, I send a person out to Fort Meade they are not only working with the persons who are coming back to Maryland, but to many States. Resources are allocated based on resident population in Maryland, and do not have anything to do with base distribution at all. So each State is really working with people who are going back to many States. That is part of the pressure we feel. We would like to do the work.

We met with Bethesda Naval Hospital and the Department of Labor and they want us to handle the workshops for that installation. But at this point in time I would have to take a veterans representative off of the front line where they are working with veterans everyday on employments and put them doing workshops. So this is kind of the pressure we are caught in, and that leads to the whole thing of a partnership.

The bottom line is that individual military installations and the local community make these things work. We all try to keep out of the way or try to facilitate things at the State level or the national level, but it is those folks that get the job done. We need to have a partnership that puts the right resources in their place. And I think, again, that making connections with employers in advance is probably easier for us to do than anybody else because we know our system, we know how it works, and we can get out there with the employers and promote that.

So, while you are looking at TAP and emphasizing the importance of the workshop, we need people at these installations who, like the Congressman said here, who are not just putting information in a databank, but who are personally saying, "Hey! Let's write to the veteran's representative in your area. Let's see if we can't find some employers to contact in that area." And that is exactly what we need, Mr. Chairman. I wish we could talk for an hour and a half on this.

Mr. PENNY. Well, I think you have given us a very good overview, and I am excited about the concept.

[The prepared statement of Mr. Middlebrooks appears at p. 117.]

Mr. PENNY. I want to call on Mrs. Patterson first, and then I have a few questions for the panel as well.

Mrs. PATTERSON. Thank you, Mr. Chairman. I appreciate your calling on me. The main reason I wanted to be here today is because I am very fortunate in having a distinguished gentleman from my State presenting testimony, and I just wanted to welcome Jack David, who has so ably led our South Carolina Employment Security Commission for a number of years. I worked with him when I was in the State Senate and know of his good work and appreciate what he is doing.

I also appreciated in his statement some of his concerns. As I mentioned earlier to the last panel, they said funding wasn't a problem. Well, I think something that Dr. David pointed out that we have got to be very careful, and that is duplicating services.

Dr. David, I appreciate in your testimony where you talk about the problems between the Department of Labor and our military bases, and maybe the lack of coordination. You also mentioned—I am not sure, I think it was Mr. Hines when he started his statement, said that he regretted that the earlier panel that only one mentioned the States in their panel. I think that is something that maybe is symbolic. That maybe we have not been successful yet in bringing the two agencies or the two groups together as we try to stretch those dollars and make them serve more individuals.

I am especially interested in—again, let me thank Mr. David for making the trip up here and for being with us. But I am especially interested, and if I may ask one question, Mr. Chairman.

In our State, Dr. David, I know you mentioned that the Governor had put together a plan, a council that will be working on this. But I was so interested in Mr. Middlebrooks' statement about the University of Maryland. Now, I know you have an overseas campus of the University of Maryland, and I assume that is what you were working through.

Have we made any efforts in South Carolina, not through—because we don't have any overseas campuses that I know of. We have a small University of South Carolina International School in Brussels, I know, but not really a campus. Have we made any efforts in South Carolina, as we look especially at the Myrtle Beach area, to do especially strong outreach in that area if, in fact, that base is closed?

Mr. DAVID. A group of our universities are asking for a portion of Myrtle Beach to conduct classes. Now that is about as far as I could go with that. I would offer though something, a thought. We are doing all of these things within the military service and we are going to be notified 180 days in advance of those coming back. I wonder if there has ever been any thought about providing some kind of training, you know. We would like to say that every person that comes out of service is a skilled person, but that is not true. It is not true at all. There will be much training that will be needed for people that will be getting out of services. We are closing all these bases down. Many of them, I am sure, would be ideally suited to provide training.

To answer your question, no, we have not requested that. But that is a good thought.

Mrs. **Patterson**. Dr. David, I appreciate what you are saying about using the bases, you know. What I guess I was really getting at is have we made any concerted effort to go to the Myrtle Beach Air Force Base and counsel those people——

Mr. **David**. Oh, yes.

Mrs. **Patterson** (continuing). Especially to stay in our State. I know when you go to bases a lot of people, as Mr. Middlebrooks said, everybody at Fort Meade isn't going to stay in Maryland, and everybody at Myrtle Beach Air Force Base won't stay in Myrtle Beach or South Carolina, but to make a concerted effort.

Especially in our State, as you alluded to, so many of our military folks now are retiring to our part of the world because of the wonderful climate, the wonderful people. I think we say "The smiling faces of South Carolina," whatever. It would seem to me that that would be a natural place for us to really beef up our programs, and I would love to see that as a consideration.

But again, I want to welcome you here.

Mr. **David**. I might say that last Friday Jill and three members of the staff, as well as Secretary Ritterpusch and his staff, came to Myrtle Beach, visited Myrtle Beach, where we had a meeting of all the TAP leaders from all the posts and bases in the State, and they had a chance to sit and listen, see the things we were doing. While we were there we did sign with the Base Commander a memorandum of understanding of the things that the State would do and the things that they would do. This was, I think, a big help to all of us.

We are moving quite well in working with the posts and bases in our State.

Mrs. **Patterson**. I certainly appreciate it. And I appreciate you gentlemen being here, especially Dr. David.

Mr. **Penny**. Last year when we held hearings on the TAP program there were some complaints from States who felt that they weren't given adequate notification that a TAP program is going to be initiated on a base in their region. Are we beyond that now? Are you getting adequate advanced warning? Are you being allowed to participate in the discussion as to the establishment of a TAP program on the bases in your vicinity?

Mr. **Middlebrooks**. Well, it has improved. Just as I mentioned to you, just last week Department of Labor and the Bethesda Naval Hospital and our people sat down to meet together, and we have done the same thing with Andrews AFB. I think we want to look at the cost of doing these things and how they can be done most efficiently. I think you want to ask some questions about that and you want to get some information about that.

It is very important to have the TAP seminars and all the activities, but we don't want to forget about the other. At Fort Meade, for example, and we work very closely with those folk and we are glad they have all the resources, but there are five military civilian person in the TSO, there are four contract persons in the JAC

Center, and we have one veterans representative to work with them. So there are nine people versus our one, and yet our primary responsibility is to help the people find a job.

We think that we could look at some of those things and probably figure out how to do the things efficiently, and we ought to be looking at the cost of what we are doing.

One of the missing pieces of information that would be useful for us to try to bring back to you, or the military services, is what proportion of people at any particular installation end up staying in the vicinity. It is probably different by type of installation. We will probably have more people stay in and around the Washington area than you would if you were a remote kind of a location. But that would be a very useful piece of information so that we could sort of plan that.

If people are staying in Maryland, we are going to go to the nth degree for them. We are going to try to service all of the others too, but obviously we are going to definitely make a connection for the home state ones.

Mr. PENNY. Anybody else want to add to that?

Mr. HINES. Yes. On the issue of the—the access has improved, notice has improved. We have five TAP centers we are operating in New York right now and we may be looking toward a sixth.

I would like to take the opportunity to just mention two things. One is I have to correct the record. I ofttimes speak very possessively about the Interstate Job Bank. Jack described it as New York's Job Bank. We administer it on behalf of the U.S. Department of Labor. Even though I think it is my personal property sometimes, it isn't.

The other thing is I want to underscore a point that Chuck has made, and that is that our role here with respect to what we try to do for separatees and their dependents is a very aggressive one. We are, in essence, like the sales business. The most valuable contribution that we make is that we have the best, the best resource in the professionals who work for us and the networks that they have with the employers and the veteran service organizations and all of those contacts that are extraordinarily invaluable when you get down to the final element in the equation, which is trying to help somebody get a job.

Even though we all have to rely on the electronics, this being a computerized age, in essence, the significant contribution we make is that when we latch onto someone who needs our services then we make that connection and we aggressively go out there and try to get that person sold in the community and into a job. That is what we do best. That is what we pride ourselves in best. And that is what we think needs to be coordinated the best so those connections can be made between someone coming out no matter where they are and our staff, no matter where they want to go. We don't really care. We just want to provide that service and we want to do it in such a way so ideally they will come out the gate and go into a job whether it is in the proximity of the base or it is all the way across the country.

Mr. DAVID. To answer the question, it has been improved, much improved. We are working very close together. I want to say this in a way that I don't say anything bad about anybody else. But Mr.

Ritterpusch has been a good addition and he is working very closely with us. Having the experience with defense and also now with labor, I think this is going to help a great deal.

Mr. PENNY. Thank you. This has been tremendously helpful.

If I might ask the three of you, do you have other commitments or can you wait around until the committee meeting is over? I have a matter not related to veterans employment specifically that I want to pursue with you, and I will make you heads up on this. The Bush administration is talking about a massive restructuring of our employment assistance programs. As you know, because you are ground delivering employment counseling and referrals, et cetera, we have got a lot of different programs that serve different population groups, and I am personally very interested in what we could do to better coordinate that process for the benefit of our work force. So think about that and I will just visit with you privately about that before you all leave the Hill today. So hang around and we will try to get the hearing over as soon as possible. Thank you for your participation.

Mr. HINES. Thank you.

Mr. MIDDLEBROOKS. Thank you, Mr. Chairman.

Mr. DAVID. Thank you, Mr. Chairman.

Mr. PENNY. Mr. Ritterpusch, if you could do me a favor of coming back to one of the microphones for just one question. Then I will go to the last panel.

All I wanted to do was follow up on the presentation by Mr. Middlebrooks, in terms of the form that they have used to identify those servicemembers that may intend to locate in Maryland upon their discharge.

You know, it does strike me that it might be worth considering incorporating that into the TAP program so that a form would be available that could then be sent to the State Employment Service in the State of the desired relocation, and then the appropriate local Employment Service office could make their LVER aware that, within several months, here are the servicemembers and here are their names and here's how to reach them, who are looking for employment in your area in this type of work. We could get that networking going ahead of the time that they physically move back to the State and knock on the Employment Service's door.

Is that conceivable?

Mr. RITTERPUSCH. It's something that we've been hoping to do, moving forward. You know, we have begun by beginning to project, with the help of some friends in the Defense Department, based on the pattern of relocation, aggregate patterns of relocation of people leaving the service. We have used the Army and its database in St. Louis for its records. After they've been out a year, we think we're going to be able to tell where they've located around the country, and then we want to extrapolate from that and get an idea, by State, of what will be the volume of relocation.

However, the ultimate objective, of course, would be to link the individual with the employer, as Mr. Middlebrooks indicated. I mean, that has always been our objective all along.

Mr. PENNY. Obviously, not every servicemember would fill out a form and stick it in the mail.

Mr. RITTERPUSCH. No.

Mr. **Penny**. But it would at least jump start the process for those who took the time to do so.

Mr. **Ritterpusch**. I think there's an opportunity perhaps, if we hit the services—You know, everyone is becoming more proactive. I think it took a while for everyone, and took efforts, particularly yours, to begin to sensitize the communities to how much needed to be done and could be done.

It seems to me that the services have a terrific database and terrific contact with their people and there should be a way to have them enter into that with their individuals who are remote from the country. Where they're on ship or in Europe, have them indicate where they think they're going to return home; that's (a). Then, (b), they then have the DVET test, they have the MOS of the individual, and we should be able, at least theoretically, to put together a database and transmit it to the State concerned.

We've had that in the back of our minds—I think it should be doable. The services have enormous databases on their people, and the time to do it is while they're still in the service.

Mr. **Penny**. I would like to sit down with you and the other players and kick this idea around in the very near term because whenever we finish our budget deliberations here, there will be one billion dollars in proposed defense cuts that will be reallocated for conversion assistance. If there is something we can do not only to better fund the DVOPs and the LVERs and the rest, if there is something more that we can do to kind of bolster this program and make it serve the servicemember more efficiently, we ought to get our oar in the water before that billion dollars is allocated for another purpose.

It just seemed to me that the Maryland model is a very cost-effective way of providing a linkage between that servicemember and the Employment Service office in the region to which they intend to move. So let's get together and work on that.

Mr. **Ritterpusch**. Yes, sir. That's good. Thank you.

Mr. **Penny**. Thank you very much.

With that, I would call forward the last panel: Mr. Jim Hubbard of the American Legion; Mike Brinck, AMVETS; Ron Drach of the DAV; Clifton Dupree of the Paralyzed Veterans; Bob Manhan, the VFW; and Norman Pearson representing the Fleet Reserve Association.

We welcome you this morning and would urge that you adhere to my earlier admonition, that we're basically focusing on what's working well and what isn't working so well as it pertains to the TAP program. If you would proceed with that in mind, I would call on you to speak in the same order that we called on the previous panels. We'll start at my right and go right across the table. That puts you on the spot first, Ron.

STATEMENT OF RONALD W. DRACH, NATIONAL EMPLOYMENT DIRECTOR, DISABLED AMERICAN VETERANS

Mr. **Drach**. Fine, Mr. Chairman. Thank you for conducting these hearings today.

My biggest fear has been confirmed by the previous witnesses—there is not a DTAP program. We are very concerned about that because the disabled service person needs more intensified services than the nondisabled. We question whether or not the resources they have committed are actually enough. We don't think they're adequate.

On the issue of DTAP, I want to go back just a second. I was happy to hear Mr. David indicate that the Vocational Rehabilitation Service in South Carolina was prepared to assist those returning service families who might have a handicapped person in their family, but I haven't heard anything about any services to the disabled service persons themselves.

I would also like to comment on something that was said about pulling, I believe, an LVER off the line to go do a TAP session. I'm not sure where it's written in the law that they can't use other Employment Service personnel to assist in the Transition Assistance Program and where it says it has to be exclusively done by LVERs and DVOPs.

I mentioned last week at the hearing the problem that we've seen with—not a problem, really; it's a very positive thing—the response that the Department of Labor did relative to the General Motors announcement. General Motors basically said we don't think we're going to need that much help, but the Secretary established a task force, chaired by her Chief of Staff. They're looking at using title III discretionary funding to help laid-off GM workers. While they're not using taxpayer dollars, I think the public will pay for it ultimately anyway in increased costs. General Motors and the United Auto Workers have a $1.6 billion slush fund—I underscore billion—to retrain unemployed or laid-off General Motors workers.

I also heard the term "partnerships" used an awful lot this morning. I don't know whether those partnerships exist or don't exist, because certainly within any partnership structure the veteran service organizations have been left out of it.

I would also like to point out that, in the same line of thinking of DTAP not being a program, I want to give some credit to the Department of Veterans Affairs, where they, in spite of the lack of support and cooperation from the Department of Labor, are going out on their own and getting TAP established, in many cases where a TAP program is nonexistent.

It is also interesting to point out that this week the VR&C service is having a training conference in New Orleans. There was a very extensive TAP/DTAP briefing session most of Tuesday. DOD and all the military service organizations were represented, but there was one agency that was not there—the Department of Labor, the lead agency. They didn't show up to participate in this training conference.

So we think that if there's any problems at all, it is primarily with the DTAP program. There is no DTAP program. We think TAP, as it exists, is pretty good.

There are some other problems. We found from what we've been doing that 66 percent of the people who go through a TAP session are within 3 months of discharge, not 6 months. Thirty-five percent of them are within one month of discharge. Because of our attempts to try to do something with the transition program, we have found our best success is going directly to the military branches. The Department of Navy has been particularly responsive to working with us and has helped us establish a presence down at Norfolk. We are currently working with naval officials out in California to try to establish a presence in San Diego.

Seventeen of our offices have served or are serving in some capacity 77 military bases, and in some cases we've been able to work directly with the VA to supplement their presentations. We have prepared and distributed six workbooks, a series of workbooks, with a 10,000 printing of each, and the supply of those workbooks was exhausted in about 6 weeks. We sent those workbooks out, and I'll finish up by saying where we sent them.

Every military installation, worldwide, has received a set of these books. Each State Director of Veterans Employment and Training Service, each VA voc rehab office, each VA vet center. The Department of Defense civilian personnel has distributed them to their personnel offices. The National Veterans Training Institute has received more than 400 copies, and TAP sites have received over 4,000 copies. In response to other requests, we have provided them to other offices, county veterans service officers, as well as individual DVOPs and LVERs.

Mr. Chairman, that concludes my statement. I will be happy to answer any questions.

[The prepared statement of Mr. Drach appears at p. 127.]

Mr. PENNY. Thank you.

Mr. Brinck.

STATEMENT OF MICHAEL F. BRINCK, NATIONAL LEGISLATIVE DIRECTOR, AMVETS

Mr. BRINCK. Thank you, Mr. Chairman. AMVTS would like to echo what Mr. Drach has just said. The TAP program appears to be working fine for those small percentages of the military people who are participating. We have tried to augment the program down in the Norfolk area. We have stationed two of our NSO's down there, and last year they provided over 4,000 individual counseling sessions. In January alone of this year, they have counseled over 200 individuals and over 300 during group sessions.

I think the challenge before the Congress is to provide a framework and the resources to make that framework operate correctly to prevent the individual from falling through the crack. We just heard the folks from the States and the services each talk about the great programs that they're doing, but my concern from personal experience is that once you cross the line between any of those programs, you may not get to the next program. You may not know where to go or to seek assistance. We think, for example, in the TAP program, there should be an obvious linkage between TAP, DAPA, VJTA, and the GI Bill. These are all resources that the Congress has the ability to enhance, to make sure folks don't fall through the cracks.

We would suggest that DVOPs and LVERs be augmented beyond the level that they're currently at, and certainly they need to fund and staff up to the authorized levels. But we're suggesting maybe about $150 million of that so-called peace dividend be pumped into DOL to get these extra billets.

As an aside, I would also say that plans like those offered by Mr. Dellums and Mr. Towns that would offer a paultry portion of any peace dividend are an insult to the veterans community. Veterans should stand first in line for any money coming out of DOD like that.

I will cease at this point. Thank you, sir.

[The prepared statement of Mr. Brinck appears at p. 166.]

Mr. **Penny**. Thank you.

Mr. Hubbard.

STATEMENT OF JAMES B. HUBBARD, DIRECTOR, NATIONAL ECONOMICS COMMISSION, THE AMERICAN LEGION

Mr. **Hubbard**. I only have a couple of things to add to this, Mr. Chairman.

We still have some areas of concern. If this downsizing takes place as planned currently, by the end of 1995, there will be 925,000 veterans eligible for assistance in Job Service offices. The 1993 budget for the Veterans Employment and Training Service will leave that agency 447 people short across the country. That's not good news. They clearly are understaffed and underfunded.

The demands that VETS is currently facing to do TAP sessions have already degraded service to veterans who are out there on the market looking for work. With this major downsizing, that can only get worse unless VETS is properly funded. The VETS budget is clearly inadequate.

The other thing I would like to say is something I brought up the other day—and you heard a little bit about it this morning. There needs to be a linkage between what's happening during the Transition Assistance Program training on the bases and what the Job Service does with these people once they go back into their community. I was pleased and encouraged in what Secretary Ritterpusch said about establishing some of those links and trying to make some extrapolations on where these people will go. We know a little bit about that based on the demographics of the individuals concerned as they come out of the service, but linking it to where they've been recruited from is clearly a step in the right direction.

There is one additional subject I would like to cover. In many cases, members of the Reserves and National Guard who were activated for Desert Storm are finding, when they go back home, the small business for which they worked is out of business. There is a clear need for some TAP training for Reserve and National Guard members who are facing those kinds of problems.

Mr. Chairman, I will stop at this point.

[The prepared statement of Mr. Hubbard appears at p. 170.]

Mr. **Penny**. Thank you.

Mr. Manhan.

STATEMENT OF ROBERT MANHAN, ASSISTANT DIRECTOR, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS OF THE UNITED STATES

Mr. **Manhan**. Thank you, Mr. Chairman.

The thrust of the VFW's testimony is twofold. Primarily we wanted to ensure that, at best, the Veterans Employment and

Training Service (VETS) was adequately and fully funded for this coming fiscal year to fulfill all of their missions, with the primary emphasis on Transition Assistance Program (TAP). We are also concerned that we, one of several national veterans service organizations, want to contribute to the overall thrust of what the Department of Labor (DOL) should be providing in the form of leadership for the TAP program.

Many of the issues and questions that have already been covered this morning are things that we, collectively, could have or should have discussed in meetings with DOL and ironed out between ourselves before this hearing. I realize also that the Department of Labor now has a new Assistant Secretary for VETS and I hope that from this point on we can do more constructive planning to be more effective.

The key to TAP is getting a servicemember a job. The VFW believes the most valuable single element to accomplish this end is the State Employment Service agencies.

Thank you very much, Mr. Chairman.

[The prepared statement of Mr. Manhan appears at p. 175.]

Mr. PENNY. Thank you.

Mr. Pearson.

STATEMENT OF NORMAN E. PEARSON, NATIONAL EXECUTIVE SECRETARY, FLEET RESERVE ASSOCIATION

Mr. PEARSON. Mr. Chairman, most of the items that we have in our statement have already been addressed here this morning. It centers around the budget, of course, and what we perceive as a lack of funding in the 1993 budget to adequately support the DVOP, the LVERs. Also I would like to note that there does not appear to be any funding to continue the National Veterans Training Institute in the 1993 budget, which seems rather odd on the part of the budget preparations. This program is something that is very valuable to our veterans and we must continue this program.

We would also recommend that the Joint Training Partnership Act, title IV-C, be revised and updated to reflect an increased national commitment to making the law work for our veterans.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Pearson appears at p. 180.]

Mr. PENNY. Thank you.

Mr. Dupree.

STATEMENT OF CLIFTON E. DUPREE, ASSOCIATE LEGISLATIVE DIRECTOR, PARALYZED VETERANS OF AMERICA

Mr. DUPREE. Good morning, Mr. Chairman. The Paralyzed Veterans appreciates the opportunity to testify this morning.

Like the VFW, we think the VETS should be properly funded for their LVERs and DVOPs.

Nobody has talked much about it this morning—except for General Gray—that we at PVA especially believe the veterans services portion of BVA is going to be given the majority of the workload with no staff. We were glad to hear that General Gray is going to try to come up with some FTEEs.

Another important issue for the Paralyzed Veterans is an applicant who is being discharged or separated from the military who is disabled has to wait over a year before they can get counseling for voc rehabilitation. It is very important that voc rehab be started as soon as possible.

We also believe that all service-disabled veterans, regardless of their period of service, should receive permanent and foremost preference in employment training and job placement through TAP and DTAP.

That's all we have to say this morning.

[The prepared statement of Mr. Dupree appears at p. 185.]

Mr. PENNY. Great. You have been brief, you've been helpful.

I simply want to give a reaction to a couple of things that came up repeatedly during this panel presentation. First is the funding levels for these various positions. Of course, this committee recommended higher funding levels in all of those categories. We believe that our numbers are going to succeed and become part of the appropriations bill. So DVOPs, LVERs and others should be getting not only current levels but somewhat increased levels.

We're going to look again, as a result of this morning's hearing, at what those levels need to be in the outyears, and make a special request that part of that one billion in conversion assistance be focused on these programs, both the DOL staffing, DVA staffing. So I want you to be aware of that.

We're also going to be talking with Mr. Montgomery about funding for the GI Bill and whether, at the very least, we can retain the $50 increase that we made available for those that were serving during the Gulf war period. We're not sure that we can do what we would like to do in terms of resurrecting a job training program for veterans, but that's also on our list. We'll be talking with Mr. Murtha and Mr. Aspin and some of the other players in the process, Mr. Traxler and others, to see whether that can also be achieved.

So I just want you to be aware that, particularly in the staffing areas for these programs, we're going to be working very hard to get those staffing numbers up and to better serve this veteran population. We will try to address the other issues of education and training assistance as well.

Mr. Ritterpusch, as soon as he came on board, came to my office. We talked about the need for him to take the lead in not only pulling together the various departments and agencies to coordinate these training assistance programs, but meeting periodically with the veterans' organizations so that you would have adequate opportunity to provide input. I can tell you that he's very much interested in doing that and I think you're going to have a good working relationship with him, just as you've had a good working relationship with this committee.

With that, I thank you for your participation this morning and the committee stands adjourned.

[Whereupon, at 11:50 a.m., the subcommittee was adjourned.]

APPENDIX

STATEMENT OF CONGRESSMAN CHRISTOPHER H. SMITH
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
MARCH 19, 1992

Mr. Chairman, thank you for calling this morning's hearing to again review the critical veterans employment programs operated by the Department of Veterans Affairs, the Department of Labor and the Department of Defense. You are to be commended, Mr. Chairman, for focusing this hearing on the implementation and effectiveness of the Transition Assistance Program (TAP) since this venture has become the primary instrument for facilitating the return of service members to the civilian workforce.

In these tough economic times, leaving the security of the military can be a daunting experience for the service member and especially for his or her dependents. For the thousands of men and women who are now seeing military career goals fade away due to possible Reductions in Force (RIF), transition assistance programs offer glimmer of hope for new employment options and alternative careers. Certain aspects of TAP, however, clearly need to be addressed, in particular, the support for service personnel stationed in remote locations.

In a letter to the editor published in the March 11, 1992 Christian Science Monitor, Lt. Col. John M. Callen of Naples, Italy observed the following.

> *"There are many more service people overseas being encouraged to volunteer to separate rather than face involuntary separation, but the worldwide support system does not reach Naples and many other places. There is no computer network for job referrals or resume distribution here. In fact, people have been waiting a*

month to learn if there is a terminal in Italy. What looks good to the people in both San Antonio and Arlington, Texas doesn't exist here.

These young men and women will have to seek work by mail, which averages about two weeks for an exchange of letters, or wait until they get back to the U.S. There is no provision to return them to the States until just before they separate. So while the people at home can use leave and off-duty time to start the job search, the troops over here are out of luck."

The Education, Training and Employment Subcommittee, through its legislative work, has endeavored to assist the various reemployment efforts which have been available to separating or retiring military personnel. I believe TAP has proven generally very effective, but as with any program, there is room for improvement.

As the drawdown of the DOD continues, TAP will increasingly be relied upon by high quality soldiers, sailors, airmen and marines seeking to find their places in the civilian community. Mr. Chairman, I expect that today's hearing will be most informative about TAP, principally in terms of resource needs, and will help us fulfill our responsibility to care for those who have defended this nation.

STATEMENT OF THE HONORABLE TOM RIDGE
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
HOUSE COMMITTEE ON VETERANS' AFFAIRS
MARCH 19, 1992

Mr. Chairman, I welcome the opportunity today to learn more about the Department of Defense's Transition Assistance Program (TAP), and the DOD's effort to ensure a sufficient and effective transition service to the outgoing crop of active-duty service members and incoming crop of veterans.

Allow me to say from the start that I believe transition assistance is the single most important issue facing the House Veterans' Affairs Committee, second only to veterans' health care. Transition assistance is critical to, not only the hundreds of thousands of active military members that have dedicated a significant portion of their lives to their country and are being terminated over the next few years, but to the nation's economy as well.

I am sure you would agree, Mr. Chairman, that, what we are discussing here today, affects every American. And because every American has an interest in seeing veterans become employed veterans, I am very concerned that the positive things resulting from TAP may not be enough to ensure an effective transition to all soon-to-be veterans.

Secretary of Defense Cheney sat before the Foreign Affairs Committee on March 4 and testified that there will be 236,000 active duty military personnel eliminated this year alone. There may be more if some Members of Congress get their way -- up to 300,000 more. I am very concerned for these new veterans. Is the U.S. government, these individuals' employer, prepared to adequately address the issue of transition?

Mr. Chairman, I believe that TAP is a good program. However, like other programs run by the government, it could likely be made better. Similarly, it is not unlike other government programs in that it could likely use more money. This year, more than ever, I believe the TAP program could use more money.

I realize that TAP is a program jointly run with the Departments of Labor and Veterans' Affairs. And unfortunately, this probably causes some lack of coordination and possibly a lack of focused efforts. But the DOD receives the bulk of the funding for this program, and it is also the DOD that has "first dibs" on active duty military personnel that are separating. The DOD sees the outgoing personnel last, just before they enter civilian life -- just before they become veterans.

Many of these 236,000 soon-to-be veterans have a spouse and dependents. Most are not looking forward to the uncertainty that being unemployed will certainly create. And make no mistake, everything is uncertain when your unemployed, from employment, housing, food, clothing, and the stability of the family itself. These things are uncertain to these hundreds of thousands of soon-to-be veterans -- no matter how many employment "tools" TAP boasts.

Having said that, Mr. Chairman, I applaud the efforts that Deputy Assistant Secretary Millicent Woods has made to initiate innovative methods of job-searching for the military members in transition.

Aside from separation counseling, I understand that the Transition Bulletin Board (TBB) has just recently come on-line carrying transition information on job fairs, associations, entrepreneurial opportunities, and job vacancies. In her advance testimony that was prepared for today, Mr. Chairman, Secretary Woods says she "really expects to see this system escalate in popularity once employers appreciate its true value."

I also understand TAP has nearly completed the Verification of Military Experience and Training document. This verifies the veteran's training, experience, and also cross-references military experience with civilian job descriptions. This is helpful since it will be provided to the outgoing member 180 days prior to separation.

Lastly, I would like to acknowledge the technologically-innovative Defense Outplacement Referral System (DORS). In today's technologically-advanced environment, it is inevitable that computerized data bases will serve as an invaluable service to potential employees and employers. I commend TAP's efforts in accessing this infant job-search method.

Mr. Chairman, while I appreciate all of these efforts, I have always prided myself in offering solutions with a common-sense approach. It is for this reason I must highlight some potential problems with the efforts of TAP relating to the nearly 250,000 soon-to-be veterans, and offer a practical, realistic approach.

With regard to the TBB, the electronic bulletin board, I appreciate the Secretary's comments. But can our nation's soon-to-be veterans afford to wait for employers to "appreciate its true value?" This does not help the veterans now. Secondly, the Verification of Military Experience and Training document, Mr. Chairman, is valuable in assessing one's own experience, but it fails to identify actual jobs that are being advertised at the current time. And lastly, the computerized FORS program is a solid attempt to utilize technology in an efficient and effective manner, but practically speaking, how many service members will make the effort to use this? They must go to the family support center and ask an assistant to teach him/her to use the computer. Will they really do it? Will all 250,000 this year alone do it? I further understand that this system is unavailable for use overseas -- how will they access the continental U.S. job market?

Mr. Chairman, by airing my concerns with current TAP initiatives, I simply wish to offer constructive criticism. I am hopeful that these programs become stronger. But I am also concerned that a more practical and realistic approach is being overlooked for ones that are "pretty" and "high-tech."

I believe that outgoing members of the military simply wish to have in their hands something real, something concrete -- job opportunities. They want something they can put on top of the large stack of outprocessing paperwork they will be given -- something accessible and tangible that will simply aid them in finding a job.

Currently, located throughout base family support centers and base libraries, there are copies of a publication called the Militran Guide. This much-read privately-published informational guide is an invaluable asset to those separating from the service.

This publication provides the name of a recruiter, contact information, and the description of a specific job to be performed in a particular location. The guide codifies this data by referencing it to the Standard Occupational Classification System. Then, it links that to both the Military Occupational Skill Codes and the Dictionary of Occupational Titles.

I believe in this concept. And I also believe in attempting to make the guide **more** accessible to every single outgoing member. In the Secretary advance testimony, she boasts that the DOD is "printing 546,000 copies (of veterans' benefit pamphlets) for distribution to the separating service members" -- **every separating individual.** Why not put a list of jobs into every separating service member's hands? Providing every outgoing active duty member, now a veteran, with a publication that cross-references their military job with a civilian job, and identifies available positions across the nation, including names and addresses of the employer, is an invaluable employment tool.

I believe this method of transition assistance is cost-effective. And I further believe that it is the least we can do to minimize the stress and hassles of transition that we, their employer, are causing.

In any event, Mr. Chairman, I would like to thank you for conducting this subcommittee hearing on veterans' employement issues. I believe it is well-timed and vital to the hundreds of thousands of soon-to-be veterans that are looking to us for leadership on their behalf. Thank you.

STATEMENT OF DAVID S. RITTERPUSCH
ACTING ASSISTANT SECRETARY FOR
VETERANS' EMPLOYMENT AND TRAINING
BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

March 19, 1992

Thank you for the opportunity to appear before you to report on the Transition Assistance Program (TAP) as established by the National Defense Authorization Act for Fiscal Year 1991, Public Law 101-510.

The upcoming years, Mr. Chairman, will be challenging ones for the Veterans' Employment and Training Service (VETS). Though we have been very successful in implementing TAP, there are immense challenges facing us in the next four years. The downsizing of the Department of Defense will continue. The active military services will decrease in size by 360,000 personnel between now and the end of 1995, bringing their total build down to 500,000.

When the Department of Labor last reported on TAP to this Committee on July 18, 1991, the program had begun to expand from its original 15 pilot sites. At that time TAP workshops were being conducted at 50 sites. I am pleased to report that TAP workshops are now offered at 156 military installations. By the end of Fiscal Year 1992 we will have reached the full expansion program of 178 sites. The audience reached by this program is increasing rapidly. Indeed, in the first four months of FY 1992 we conducted more TAP workshops and worked with more servicemembers than in all of FY 1991.

By the end of the current fiscal year, we expect to have conducted almost 1,500 TAP workshops for more than 84,000 separating servicemembers. Next year, FY 1993, we project we will conduct about 3,000 workshops for roughly 120,000 departing servicemembers.

Over the past year, TAP has matured as a program. The initiatives undertaken last year in response to concerns expressed by you and our partners at the Department of Veterans Affairs (VA) and Department of Defense (DOD) -- instructor training, team teaching, and integration of the Disabled Transition Assistance Program (DTAP) -- have reaped benefits throughout the program.

We are continuing to train TAP facilitators through the National Veterans Training Institute, with 223 students completing the TAP Trainer's Course this fiscal year. The course continues to receive superlative reviews from the students and their supervisors. We believe the value of the course is further evidenced in the improved evaluations received by TAP facilitators from members of installation staffs and the participants in the TAP workshops. We have contracted with the Air Force to provide comprehensive training to all Air Force Transition Managers on the management of all transition services required by P.L. 101-510.

The team teaching concept continues to be the norm at TAP workshops. This philosophy has introduced a diversity of viewpoints into the workshops, reduced the workload on the participating Job Service offices and improved coordination and communication among all partners at TAP sites.

We believe we have succeeded in integrating DTAP into the TAP framework. The VA has devoted immense effort toward this end. While we are not yet prepared to declare the program completely operational, we have validated the concept and, where it has been aggressively implemented, it has shown quantifiable results.

A key enhancement in TAP has been the addition of contract facilitators to augment the staffs of the participating Job Services in areas with a high density of separating active duty military personnel. The presence of these skilled men and women has enabled us to expand the number on workshops conducted as we attempt to respond to the growing interest in the program.

The cooperation we are receiving from our partners, DOD, VA, and the State Employment Security Agencies (SESAs), has been excellent. All have contributed resources beyond requirements and have willingly taken on many additional responsibilities to make the program a success. I am especially pleased to have recently met with the Executive Director of the Interstate Conference of Employment Security Agencies (ICESA) and learned of their leadership and initiative this past year in creating linkages between the Interstate Job Bank and DOD automated transition efforts. Further, the SESAs have exhibited to separating servicemembers the strong and continued commitment of the Employment Service to veterans as they pursue employment after separation. What is most heartening are the strong professional relationships forged at the installation level because of TAP. These relationships make TAP successful and will ensure its continued effectiveness after the surge of the military separations has subsided.

Our goal in TAP has always been to provide a quality employment assistance program to those men and women who are separating from the Armed Forces. To that end, this year we are focusing on the quality of TAP workshops. The key to maintaining quality will be an aggressive program of monitoring and follow-up conducted by our field staff. A monitoring guide, for use by our staff, is currently being finalized and will be issued to the field. We will train our staff in its use at the VETS management conference, April 6-10, 1992.

Of concern to VETS is class size and the quality of facilities. We are striving to reduce the class size at all locations to less than 50 students. We believe larger classes lose much of the facilitator-participant interchange which makes TAP so valuable. Of course, we would rather have large classes than arbitrarily deny TAP assistance to separating members of the Armed Forces.

We continue to be concerned about facilities at several locations. Over the next two quarters, we hope to be able to identify to the Department of Defense specific facilities which detract from the quality of the workshops.

I am very concerned about the men and women stationed overseas or with units afloat who do not have access to DOL's TAP program and are separated shortly after their return to the United States. These men and women, of all veterans, face the greatest difficulty in entering the civilian job market because they cannot carry out an effective job search from overseas. We are studying the feasibility of creating an exportable version of the TAP workshop on video tape for issue to overseas units and naval vessels.

I thank you for this opportunity to testify on the Transition Assistance Program. I will be pleased to answer any questions.

STATEMENT
OF THE
DEPUTY ASSISTANT SECRETARY OF DEFENSE
FOR
PERSONNEL SUPPORT, FAMILIES, AND EDUCTION

HONORABLE MILLICENT W. WOODS

HEARING BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING,
AND EMPLOYMENT
HOUSE COMMITTEE ON VETERANS' AFFAIRS

TRANSITION ASSISTANCE

MARCH 19, 1992

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SUBCOMMITTEE

Good morning Mr. Chairman and members of the Subcommittee. Thank you for inviting me today to discuss the implementation and effectiveness of our transition program.

INTRODUCTION

At the outset, I wish to thank you, the members of this Subcommittee, and your staff for your continued interest in and concern for the welfare of our men and women who have faithfully served our nation.

Last summer Assistant Secretary of Defense Jehn had the opportunity to testify before this Subcommittee as we began the process of providing transition services to our separating personnel. Let me assure you that we have made exceptional progress in the past eight months. We reported then on the computer programs we were developing, the preseparation counseling we were accomplishing, and the various benefits being offered. Our success in these and other Operation Transition endeavors has been overwhelming. Through these programs and benefits, we have bolstered our goals to maintain readiness and combat effectiveness while continuing to improve the quality of life for our people; to maintain a balanced personnel mix -- paygrades, experience, and occupations; to sustain military and civilian career satisfaction -- ensuring the continuance of challenging, rewarding opportunities; and to treat departees with fairness by providing severance pay and transition assistance benefits. I want to reinforce my personal and the Department's collective support for Operation Transition. We face no greater challenge.

Although, it is still too early to claim a total victory with Operation Transition, we are overcoming many of the obstacles associated with any new program of this magnitude. Our military men and women are now entering the civilian sector workforce with the same drive and determination that have distinguished them throughout their careers and most recently in Operation Desert Shield and Desert Storm. Operation Transition and reducing and reshaping the force are my top priorities. Since the last time we appeared before you, eight months ago, we have been hard at work implementing programs to serve our transitioning military and civilian members. Today, I will be presenting a summary of what we have accomplished to date and what we plan for the future.

PRESEPARATION COUNSELING

In regard to preseparation counseling, the Secretaries of the Military Departments have established programs to ensure that everyone discharged or released from active duty receives appropriate counseling and that the availability of such counseling is certified in the individual's official personnel record. The counseling includes financial planning, counseling on the effect of career change on individuals and their families, procedures for and advantages of affiliation with the Selected Reserve, discussions on the educational benefits under the Montgomery G.I. Bill, and information concerning Government and private-sector programs for job search and job placement assistance to include job placement counseling for the spouse, information on the availability of relocation advice and other services available through the DoL Transition Assistance Program (TAP), and information concerning medical and dental coverage availability to include the opportunity to obtain a conversion health policy if eligible. Medically separated personnel receive additional information on compensation and vocational rehabilitation benefits to which they may be entitled under laws administered by Department of Veterans Affairs.

A generic preseparation counseling guide has been developed and was made available to the Services in camera ready copy so they may supplement existing separation information. This guide ensures that all exiting military personnel have access to some level of consistent preseparation counseling available. "Once a Veteran," an existing publication jointly developed by the Department of Veterans' Affairs and DoD has been updated to include transition issues and essential information concerning veterans benefits, and we are printing 546,000 copies for distribution to the separating Service members.

EMPLOYMENT ASSISTANCE: DEPARTMENT OF DEFENSE

Job placement is obviously the criterion for success from an individual point of view. However, it must be emphasized that our goal is to provide employment assistance not job placement. We strive to provide tools that will make the job seeker more accessible to and employable in the private sector. The Defense Outplacement Referral System (DORS) is one of the programs we have developed jointly with the Office of Personnel Management (OPM) to meet this goal. DORS, which was formerly called the Job Opportunity Bank System (JOBS), is a mini-resume registry and referral system. Separating military members and their spouses can complete a short form at their local military installation from which information is taken to generate a one-page mini-resume. This mini-resume is stored in a computer data base until it is selected by an employer through a 1-900 telephone call and matched against the employer's vacancy and geographic position. Any mini-resumes found meeting the employer's request are either faxed or mailed normally by the next business day.

DORS presently has over 500 employers registered. We are adding to that at a rate of over 100 a month. We are able to report that some service members have found jobs through DORS. Employers have responded to DORS very favorably using it again and again and telling others in their respective business community that the service exists and is worthwhile.

The Transition Bulletin Board just came on-line this month. It is an electronic bulletin board that has been modified to carry transition information on job fairs, associations, entrepreneurial opportunities, and job vacancies. Employers will have the ability to post job openings as they would in a newspaper and receive replies in whatever manner they choose. Job seekers can view the job listings at their local transition office on the computer or in hard copy by selecting a region of the country and a job category. Reaction from employers has been positive. The Bulletin Board serves as a complement to DORS in that it allows those employers having definite job requirements to specify these requirements. For instance Hospital X is not looking for just any type of nurse -- they need an Operating Room nurse. We really expect to see this system escalate in popularity once employers appreciate its true value.

The Verification of Military Experience and Training document is in the final stages of testing and should be available in the third quarter to all separating military members. The Verification document will chronicle a Service member's career from enlistment to separation to include all formal schools and occupations. Included in the document will be a translation of the military experience and training to civilian equivalents in the Dictionary of Occupational Titles (DOT) and in the Standard Occupation Codes (SOC). It will also include a description of the military occupation or course and contain the American Council on Education's recommended college credits. The document will be useful in preparing resumes and verifying to employers that a former military member actually performed the duties as stated. The document will be issued approximately 180 days prior to separation.

In conjunction with the U.S. Office of Personnel Management, the Department of Labor, and Veterans Affairs we participated in the development and staging of a series of All Veterans

Job Fairs. The Fairs were designed to assist military departees in the job search, and to provide industry an opportunity meet with some of our nation's finest men and women trained and eager to make a difference in the civilian sector. During the series of five job fairs, we were able to reach over 30,000 veterans, and in some cases, there were veterans hired on site.

We are also working closely with the Department of Justice to fill 1200 vacancies for a variety of security personnel. Our separating personnel possess the skills necessary to excel in this environment. We are not only making DORS and the Transition Bulletin Board available, but we are also working with the Immigration and Naturalization Service to specifically target certain military occupations which have the attributes for which they are looking. The FBI, the Secret Service, FAA, EPA, DOE, and the State of Washington all have registered to use Operation Transition Systems.

EMPLOYMENT ASSISTANCE, JOB TRAINING ASSISTANCE, AND OTHER TRANSITIONAL SERVICES: DEPARTMENT OF LABOR

DoD has worked closely with the Department of Labor (DoL), which funds and administers the TAP seminars within the United States, to expand these seminars to more military installations every month. DoD funds TAP-like efforts overseas. Each military installation is charged with managing the details of TAP with local DoL (Employment Service) representatives. Most sites conduct monthly seminars, and personnel are eligible to attend if they are within 180 days of separation. Some military installations have adequate facilities to host large groups of students, while others limit class size to smaller numbers.

I understand that there may be some concern about the numbers of personnel attending these sessions and we will continue to monitor the number of TAP attendees in conjunction with DoL; however, we do not plan to adjust DoD funding based on the number of people who attend those seminars. Our primary concern regarding the transition of our people is providing adequate resources to manage the entire transition effort. Although the 3-day DoL sponsored seminar is very useful to our people, it is only one part of a much larger effort that involves significant resources at the local level.

I would also like to take this opportunity to discuss what we have been doing with the Interstate Conference of Employment Security Agencies (ICESA). Members of my staff have met on numerous occasions with ICESA, State Employment Service Agencies, the Department of Veterans Affairs, and the Department of Labor to share our programs and plans for improving transition services. We have been focusing on how we might link our automated ystems to ensure full use of the Interstate Job Bank, improve the awareness of the state mployment Service operations among our Service personnel, and avoid duplicative efforts ensuring the most cost-effective approaches to the provision of transition services. The level f cooperation is exceptional. We sincerely appreciate all of the effort being expended on ehalf of our Service members and their families.

VOLUNTARY SEPARATION INCENTIVE

We appreciate the flexibility you have given the Department in the area of the Voluntary Separation Incentive (VSI) and the Special Separation Benefit (SSB). Currently, nearly 50% f our personnel are in the middle of their career -- that is, they have completed more than 6 ears of service but are not yet eligible to retire. To achieve strength reductions of the nagnitude currently planned, we cannot simply reduce accessions and increase retirements. To do this would result in excess inventories of experienced personnel in many of our grades and career fields. To achieve the needed reductions in our overstrength career fields, we are aggressively using the voluntary separation incentives (VSI and SSB) authorized in the FY 1992 National Defense Authorization Act. Initial offers are currently being made by the Services to over 230,000 eligible members in skills, grades, and years of service in which current inventories are excess to future manpower needs. This represents an offer to about 30% of the eligible personnel. As of February 28, over 20,000 applications have been received. Although the initial results are encouraging, we are still in the early stages of the program and it is premature to draw conclusions. Our objective is to achieve the necessary reductions on a voluntary basis to the maximum extent possible. Involuntary separations, such as a reduction in force, will be used only when they are absolutely necessary.

HEALTH BENEFITS

Through an agreement with the Mutual of Omaha Insurance Company, we offer members and dependents the option to purchase U.S. VIP, a 90-day transition health insurance policy which as of July 1, 1991, was available for up to one year. Through the availability of

U.S. VIP we provide the opportunity for all separating members, dependents and former sponsor to purchase short-term health insurance which covers them for up to one year or until they are enrolled in an employer sponsored health plan or qualify for group insurance. Through the use of our worldwide message capability we notified our military activities of U.S. VIP eligibility requirements, sign-up periods, and rate schedules. The U.S. VIP policy does not cover preexisting conditions, but under federal law the Department will cover preexisting condition claims for up to one year for those eligible personnel who purchase and remain enrolled in U.S. VIP and who have their claim to Mutual rejected solely because the condition is preexisting. We will also cover preexisting condition expenses associated with pregnancy.

On July 30, we issued a memorandum which established DoD policy with respect to retroactive benefits. It established policies for the notification of, compensation of, and issuance of benefits retroactively to eligible separated members and their families who did not receive transition benefits when they were entitled to them. The military Services sent letters to inform these former members of their eligibility and how to claim their benefits. Regarding health care, these personnel are being advised that, upon the provision of receipts for expenses not covered by another policy, they will be reimbursed through CHAMPUS under CHAMPUS rules for medical expenses which should have been covered by CHAMPUS during the 60- or 120-day period when they were eligible to receive Medical Treatment Facility (MTF) or CHAMPUS care.

On March 4, we finalized a one year sole-source contract with Mutual of Omaha to continue to offer U.S. VIP and to process claims for eligible personnel separating involuntarily with preexisting conditions. Eligible personnel may begin to mail their claims in to Mutual as of today, March 19. We are also in the process of completing a competitive proposal to cover the remaining years of the transition program through 1995.

MONTGOMERY G.I. BILL

The Montgomery GI Bill (MGIB) has proven effective as a recruitment incentive and has had a positive effect on educational attainment of post-service military personnel. The Department strongly supports continuation of The MGIB.

A Service member must serve a specified number of months to be eligible for post-service MGIB benefits. Exceptions are provided for abbreviated service in instances of disability, preseparation for the convenience of the government. The member must also have an honorable discharge and have a high school diploma or equivalent (or substitute 12 semester hours of college work before the end of the initial obligated period of active service). Further, the basic pay of an MGIB participant will be reduced by $1200.

As you know, the Fiscal Year 1991 National Defense Authorization Act allowed Service members on active duty on September 30, 1990, who were involuntary separated with an honorable discharge on or after February 3, 1991, to elect to receive chapter 30 MGIB education benefits. Such Service members who previously had elected not to participate in the MGIB would have an opportunity to withdraw that election and those already participating in the chapter 32 VEAP contributory GI Bill could elect MGIB benefits instead. These individuals also are subject to the $1200 basic pay reduction and must meet the secondary school/college semester-hour requirement prior to applying for the benefit.

CONCLUSION

The past eight months have been very exciting for Operation Transition. The process of implementing the policy which we had developed prior to the last hearings has been nothing less than a challenge. One which I believe we have met and will continue to meet as the remainder of our programs come on-line. The Services, the Department of Labor, the Department of Veterans Affairs, the Office of Personnel Management, the Interstate Conference of Employment Security Agencies and all the Transition Centers and Employers have been extremely helpful in shaping our programs.

To assist the Services in their transition programs we have distributed money to the installations to establish infrastructure to support our systems and provide information and counseling in the local transition centers.

Operation Transition will continue to evolve and adapt to the changes in the employment and military environments in order to provide the best services to the real benefactors of these programs: the separating Service member and spouse. An exceptional transition assistance program will allow us to continue to attract high caliber personnel and offer a challenging and rewarding career.

I would be happy to answer any questions you may have at this time.

STATEMENT OF
D'WAYNE GRAY
CHIEF BENEFITS DIRECTOR
SUBCOMMITTEE ON EDUCATION, TRAINING
AND EMPLOYMENT
HOUSE OF REPRESENTATIVES
MARCH 19, 1992

Mr. Chairman and members of the Subcommittee:

Thank you, Mr. Chairman, for the opportunity to appear today before this Subcommittee. It is with great pride that I report on the progress and accomplishments of the Veterans Benefits Administration (VBA) in the Transition Assistance and Disabled Transition Assistance Programs (TAP/DTAP) since I last testified before you in July 1991.

Today's hearing is for the stated purpose of evaluating the implementation and effectiveness of the transition assistance programs for separating servicemembers contained in sections 1142, 1143, and 1144 of title 10, United States Code, and section 3018A (formerly 1418A), title 38, United States Code. As in July, we again take the liberty of discussing the broader efforts of the VBA's role in implementation of our military services initiatives.

Subsequent to the enactment of Public Law 101-510, the National Defense Authorization Act of 1991, a full program of military services has been implemented with very positive results in FY 1991 and FY 1992 to date.

Throughout this entire period, we have portrayed our efforts--past, present, and future--as broader than TAP/DTAP alone. Rather, we have defined VBA's "military services program" as encompassing several key outreach efforts: the TAP and DTAP jointly sponsored by VA and the Departments of Labor (DOL) and

Defense (DOD); support to the transition assistance programs of the Air Force, Navy, and Marine Corps; support to the Army Career and Alumni Program (ACAP), separation and retirement services programs, military medical facilities and Physical Evaluation Boards; special outreach to Reserve and National Guard Units, and various other military liaison activities (with military education, community and family services, personal services, legal services, and other military entities).

VBA has completed a number of actions in implementing TAP/DTAP and the full military services program. In cooperation with DOL and DOD, we have developed national and local interagency Memorandums of Understanding. Members of the Veterans Assistance and Vocational Rehabilitation Services have met, individually and together, with representatives of each branch of military service. Regular meetings to coordinate and improve both policies and procedures among the Departments involved continue at the national and local levels. All of the Departments involved recognize the inherent challenges of coordinating this program and are committed to making TAP/DTAP a success.

We have issued implementing instructions to all field stations, established a system to monitor the program, and developed comprehensive audiovisual aids and materials which are being used by field staff in military services presentations.

Specialized training has been provided to involved field staff through a military services workshop designed not only to focus on military programs and issues, but also to stress the need for quality in presentation skills. Training has also been provided through the National Veterans Training Institute in cooperation with the Department of Labor.

A military services program video entitled, "Veterans Benefits - Don't Leave The Service Without Them," has been produced. The video provides an overview of major VA benefits and services and will be distributed during the next month to the military. A second video is in production which specifically focuses on the Vocational Rehabilitation program. These videos will be especially effective at remote installations, aboard ship, and overseas where VA representatives are not usually available for transition presentations.

Tools have also been developed for the servicemembers to use. Vinyl folders and VA paper kit folders have been distributed to servicemembers during military briefings in which they can keep the VA information materials received during the transition process. These were designed as a means of encouraging those not taking advantage of VA benefits and services immediately following service to have the materials available for future use. A series of "Fast Facts" has also been developed which provide a quick reference to VA benefits and services, with emphasis toward the separating or retiring servicemember.

We have established military services coordinators (in the Veterans Services Division and in the Vocational Rehabilitation and Counseling Division) at each VA regional office who provide a variety of services to support the military program. Funding provided by Public Law 101-27, the Dire Emergency Supplemental Appropriations for Consequences of Operation Desert Shield/Storm, afforded us the opportunity to hire and dedicate 65 staff to the military services program.

The ability to dedicate these individuals to the military services program was perhaps the key to the success that VBA has achieved in this vital program thus far. The 1991 supplemental appropriation also gave us the ability to establish the outbased positions and to purchase the additional equipment and other tools needed to support the military services program.

Seventeen of the military services coordinators from Veterans Services are outbased, many at military installations. Our newly established outbased locations have been equipped to provide the maximum support possible to the military coordinators and to the servicemembers they are counseling. Target equipment is in place for direct access to master record information, and telefax equipment is available for immediate receipt and/or transmittal of documents and inquiries to regional offices, military installations, or other involved agencies. Mail delivery procedures have been established to ensure prompt delivery of applications, certifications, and other documents to the regional office of jurisdiction. Where necessary, additional GSA vehicles have been leased to support the military services program.

Basically, VBA's military services program focuses on two areas: general benefits information and claims assistance to separating and retiring active duty personnel, and specialized assistance and counseling to those servicemembers separating or being retired for medical reasons.

First, I will address the program designed to provide overall benefits information and assistance under the direction of the Veterans Assistance Service.

We set a goal to provide veterans benefits information and claims assistance to not less than 50 percent (up to 80 percent when full military service department support is feasible) of active duty military personnel separated or retired each year. And, we designed a plan--a comprehensive plan specific enough to provide strong direction to local offices in establishing and implementing the military services program, yet a plan flexible enough to accommodate the unique situations of 58 VA regional offices and over 200 military installations and to be effective in working with the various transition assistance strategies developed by the Army, Air Force, Navy, and Marine Corps.

During FY 1991, Veterans Services Division personnel conducted more than 1,800 briefings attended by over 100,000 servicemembers. Approximately 25,000 personal interviews were completed in conjunction with the military briefings. The majority of this was accomplished in the last 6 months of that fiscal year.

In the first 5 months of FY 1992, this high level of activity has continued, and, in fact, has significantly increased with 2,140 briefings for 115,368 servicemembers and 34,989 personal interviews conducted by VA military services coordinators.

The number of active duty personnel briefed in little over a year (over 200,000) is, we believe, quite impressive. However, attention is invited to the number of servicemembers we have personally interviewed in this program. The size of the military briefings (ranging from 20 to as many as 400 service personnel) does not always allow for personal interviews. However, local working arrangements between VA regional offices and the military installations have made personal interviewing possible--in some cases on the same day as the briefing and in others through a scheduling process.

Of note, also, is the work we have done with Reserve and National Guard units. For the VA, Desert Storm/Shield brought a new group of veterans--reservists and guard members called to active duty.

More than 216,000 of such individuals were called to active duty during the Persian Gulf crisis. We have made special efforts to ensure that these veterans are aware of benefits entitlement--in some instances, setting up outreach to these veterans has been difficult. Evening and weekend briefings have been required.

6.

As an example, two of our field stations report:

Little Rock: During the fiscal year, 18 units were briefed with 1,319 members present for these briefings.

Personal interviews conducted totaled 681. We completed 253 compensation claims, 285 applications for Loan Guaranty Certificates of Eligibility, and 10 applications for education benefits.

A schedule of military briefings for the remaining units has been prepared for FY 1992, and our activity in this area will continue at least through June 1992.

Cleveland: We have undertaken an aggressive program of outreach to the 119 Reserve and National Guard units located in Ohio who were activated during Operation Desert Storm. We are contacting these units to schedule and conduct veterans benefits presentations virtually every weekend.

Due to the large number of units located in Ohio and the fact that we are limited to weekends, we anticipate continuing this outreach throughout Calendar Year 1992. Our goal is to personally explain veterans benefits to every member of this new population of veterans.

Veterans Services Division personnel are not only supporting formal TAP programs currently operating at 156 bases, but, also, have established liaison and provide some form of service to nearly all military installations within the continental United States, in Alaska, and in Hawaii.

VBA support to military transition programs overseas has been of concern to us, as well as to the military. Two visits, sponsored by the Army Retirement Services program, have been made to the Far East. During these visits, the VA representatives also met with transition managers and participated in transition briefings. In addition, a third visit was made to Korea to conduct training and briefings for Army Continuing Education System (ACES) personnel. This visit concentrated primarily on education program issues.

There is a great need for VA assistance in Europe to provide information on the full range of VA benefits and services, and we have been working with ACAP officials to meet this need. A VA representative is in Europe this month conducting briefings for Army transition managers as well as servicemembers.

Briefings are scheduled in Germany in Frankfurt, Kaiserslautern, Nurenberg, Stuttgart, Bremerhaven, Berlin, and in Vicenza, Italy.

We are currently working with the Army in setting up a 3-month detail of a VA representative to the ACES program in Europe. The employee will be based in Heidelberg, but will travel throughout Germany to support both Army and Air Force education systems, as well as their respective transition programs. The detail is scheduled to begin around April 15, 1992.

During the next few months, we also hope to arrange with the Air Force a 2-week European visit to work specifically with Air Force Transition Managers and to brief Air Force servicemembers.

U.S. Embassy and consulate personnel, under the auspices of the Department of State, handle VA work overseas and have been alerted to the needs of servicemembers in the transition process. They have helped by providing training to the transition managers and by conducting some briefings for servicemembers. Unfortunately, however, the foreign posts are not staffed to support individual counseling for active duty personnel, nor are they trained to discuss in detail some of the more complex issues surrounding the education programs or loan guaranty issues.

We want to emphasize that whenever VBA has achieved success, it has not been done alone. The implementation of TAP has required extensive coordination with DOL and DOD. Of particular note is the support and assistance we have received from the military service departments and the individual military installations.

The reception at the military installations has been excellent. In many instances we have been provided office space, furnishings, and telephone service. Most military activities are extremely pleased to have VA personnel involved in their transition assistance programs and have gone out of their way to accommodate our needs. For example, our Louisville VA Regional Office reports:

> In July of 1991, we established an outbased VBC position at Fort Knox, Military Services Coordinator (MSC). We believe the establishment of this position has been one of the most significant and positive steps in providing service to veterans in recent times.
>
> The enthusiastic cooperation we have received from the personnel at Fort Knox has been tremendous.
>
> They have said that our being on-base fills a void that they had in their transition program.
>
> Actually, we have been amazed with how rapidly this new position has developed. From its very beginning, it has been extremely productive. Since the opening of the office in July, our MSC has conducted over 26 presentations and interviewed over 539 individuals.

Mr. Chairman, I next want to discuss VBA's transition program for servicemembers with service-connected disabilities, known as the Disabled Transition Assistance Program (DTAP), under the direction of the Vocational Rehabilitation Program.

Like TAP, the implementation of DTAP has required extensive coordination between VA, DOL, and DOD. Our goal is to provide face-to-face counseling and benefit information to as many separating disabled servicemembers as resources permit. At separation points where it is not feasible to conduct face-to-face service, an alternative goal is to provide a comprehensive vocational rehabilitation benefit information application packet to all interested servicemembers.

DTAP is generally a half-day program for servicemembers being separated due to medical reasons. This personalized orientation to vocational rehabilitation services is normally offered in conjunction with the 2-1/2-day TAP workshop and is held at military installations and hospitals where disability separations occur. Veterans Services Division and Vocational Rehabilitation and Counseling Division military services coordinators work closely together to insure that as many servicemembers receive assistance as possible.

The class size for most DTAP sessions is approximately 20 servicemembers; however, our counselors have worked with military hospital administrators in order to routinely meet with individual hospitalized servicemembers who were unable to attend DTAP sessions due to mobility or other problems. We have the ability to start the rehabilitation process before the servicemember is separated and, if necessary, even before the servicemember is out of the hospital.

During a DTAP session, benefits of the Vocational Rehabilitation program are explained in great detail. In particular, we stress how the program serves to aid disabled veterans to move to full, gainful employment. Our coordinators emphasize that the program is especially designed for disabled veterans and potentially eligible individuals can reduce their application process by as much as 1 year if they make immediate application. We explain how we have instituted an accelerated memorandum rating process which shortens the time veterans normally have to wait prior to entering the program.

For example, a disabled Desert Storm Army servicemember attended one of our DTAP programs, made application to enter our Vocational Rehabilitation program immediately following the session, and received a memorandum rating. Subsequent to medical treatment, he was transferred to his home state where his vocational rehabilitation program was developed. The servicemember and his VA counselor determined that training as a mechanic would be a suitable vocational goal, and he started training in December 1991. As a direct result of attending a DTAP program, the servicemember was able to reduce his vocational rehabilitation processing time by at least 1 year. Another interesting aspect of this servicemember's case is he is still in the Army, and is not due to be discharged until later this month.

Specific areas covered in the briefings include eligibility requirements, financial assistance, and the variety of programs offered in the vocational rehabilitation program (college; trade, business, or technical school education; apprenticeships or on-the-job-training; employment services and assistance; and self-employment programs).

We continue to experience growth in this program as more and more separating servicemembers take advantage of this important service. Through January 1992, a total of 608 DTAP sessions were conducted nationwide, attended by approximately 15,000 servicemembers. Sixteen percent (2,500) of the servicemembers who attended these DTAP sessions submitted an application to enter the Vocational Rehabilitation program immediately following the DTAP session. Additionally, numerous other servicemembers took applications with them to file at a later date. DTAP has undoubtedly contributed to the 11 percent increase in workload that the Vocational Rehabilitation program has experienced over the previous year.

Public Law 102-16 authorizes us to provide vocational rehabilitation programs to disabled servicemembers who are patients in military or nonmilitary hospitals under an arrangement with the Department of Defense. This law also expanded authority for VA to provide counseling services for qualifying servicemembers up to 6 months prior to discharge and to veterans within 1 year of separation from military service.

We continue to expand the number of locations where VR&C counseling services are available, and have increased our use of contractors to provide these services. Through January 1992, counseling has been provided to 1,731 servicemembers under the authority of Public Law 102-16. Fifty percent of these counseling sessions were conducted by private contractors.

Planned future DTAP actions, contingent upon the availability of resources, include expansion of the program to additional military installations, additional training of DTAP coordinators at the National Veterans Training Institute, release of a special DTAP videotape and instructor's guide, and continued coordination with DOL and DOD.

VA joined with the Office of Personnel Management, DOL, and DOD, in sponsoring "All Veterans" Job Fairs in response to President Bush's call for employers, particularly the Federal Government, to do all they can to ease the transition of military personnel to civilian life. Job Fairs were held in Washington, D.C., Hampton, Atlanta, San Antonio, and San Diego. Military services coordinators staffed two information booths at each Job Fair, one for general benefits and services and the other specific to the Vocational Rehabilitation Program. Veteran and servicemember participation was high and many sought information and assistance at the VA booths. For example, about 10,000 veterans and servicemembers attended the Job Fair held in Washington, D.C, and about 2,000 visited the VA information booths.

We have been discussing the work of our field stations. Our Central Office staff, in addition to program management, have also been involved in briefings and other forums to ensure that VA information is accessible at as many locations and activities as possible.

Central Office staff have participated in a number of conferences and training programs for transition managers and other military service providers. For example, briefings have been given to 175 Army Family Services Financial Assistance Counselors, training was provided to all ACAP Transition Services Managers and a large group of Army Retirement Services Officers. We have also briefed National Guard officials and participated in the Air Force Association and Non-Commissioned Officers Association annual meetings. In addition, the military services program has been fully described to and discussed with several VA Advisory Committees including the Readjustment Counseling Advisory Committee, the Education Advisory Committee, and the Women Veterans Advisory Committee.

A diskette containing information on VA benefits and services, the Timetable for Veterans Benefits, and a listing of VA toll-free telephone numbers have been developed and will be distributed to military installations. The diskette, compatible with most personal computers, will be particularly beneficial in areas where servicemembers visit, such as, at ACAP Transition and Job

Assistance Offices, Family Services locations, and post Education Offices. We are also looking at other technology, specifically touch screens, which would provide immediate access to VA benefits information.

Although the formal TAP/DTAP assessment is being developed by DOL, VA is visiting various locations to evaluate the quality of the presentations, to review procedures, and to discuss local concerns with VA regional office and military officials. Site visits have been made to Ft. Eustis, Portsmouth Naval Hospital, Seymour-Johnson Air Force Base, Camp Lejeune, Jacksonville Naval Station, Ft. Knox, Ft. Benjamin Harrison, Grissom Air Force Base, Beale Air Force Base, Ft. Lewis and McChord Air Force Base, Orlando Naval Station, Patrick Air Force Base, and Dover Air Force Base. We have been very pleased with our findings and are confident that quality, timely assistance is being provided transitioning servicemembers.

VBA officials have been working closely with the military with regard to timely transfer of service medical records which is critical to improvement of processing time for disability claims. A recent study shows that it currently takes an average of 65 days for adjudication divisions to obtain a veteran's military medical records. A number of initiatives have been undertaken to reduce this delay. One initiative involves the movement of service medical records directly to the VA from the separation point.

With regard to the statutory direction that service medical records for disabled servicemembers should go to VA, there are mechanisms in place for the transfer of service medical records and these are working effectively where benefits applications have been initiated. When claims are not filed at separation, some separation points are referring the service medical records anyway.

14.

VA is working directly with the Department of the Army to develop and test a workflow in which VA maintains all service medical records for discharged veterans. A VA task force is developing procedures, ADP functional requirements, evaluating various site alternatives, developing work plans, etc. If approved, the test would begin during FY 1993 and last approximately 6 months. Following a period of shakedown and problem resolution, the other services could be phased into the new workflow.

Procedures have been generally described to reflect the anticipated workflow and associated changes needed to move service medical records from the point of separation to a centralized VA location. DOD will provide separation data in a universal format. The centralized VA site will receive the service medical records, validate contents of shipment, file the service medical records, and control distribution of the records to individual regional offices. VA will respond to requests for copies from all parties. Also, VA will provide a copy or transfer an individual's records should there be further need therefor by the military. All service medical records will be retired after the period of peak VA activity has passed. A DOD/VA liaison function will be established to ensure timely problem resolution.

With regard to implementation of section 3018A (formerly 1418A) of title 38, United States Code (added by Public Law 101-510), VBA has received numerous inquiries from individual servicemembers, Base Education Officers, counselors, and Education Program Managers from the military services concerning whether specific individuals who are subject to involuntary separation may be eligible to elect to participate in the Montgomery GI Bill - Active Duty (chapter 30).

These inquiries have usually been limited to telephone calls, although we also have received a variety of correspondence from servicemembers requesting additional information before they decide to elect chapter 30.

In late April 1992, the Montgomery GI Bill - Active Duty (chapter 30) benefit payment system will be updated to fully automate the identification of veterans eligible for category III benefits under the section 3018A involuntary separation provision. The Defense Manpower Data Center provides VBA with three specific status codes. These are used to determine the veteran's eligibility for benefits and to compute the most advantageous benefit rate.

The issue of resource requirements is a constant point of concern for our field stations, for the Department, and for our partners. We have made a firm commitment to accomplish our military services program, and TAP/DTAP in particular, effectively and over a long period. To this end, 50 Veterans Benefits Counselors and 15 Vocational Rehabilitation staff members who were hired and placed in this program through last year's supplemental are in our FY 1992 staffing base.

We want to assure you, Mr. Chairman, of our continuing commitment to the men and women who are serving the Nation in the Armed Forces. We are appreciative of the opportunity to work with these men and women who are our newest clients and to assist them in their transition to civilian life.

Mr. Chairman, this concludes my testimony. I will be pleased to respond to any questions you or the Subcommittee members may have.

RECORD VERSION

STATEMENT BY

BG PATRICIA P. HICKERSON

THE ADJUTANT GENERAL

U. S. ARMY

BEFORE THE

VETERANS' AFFAIRS COMMITTEE

HOUSE OF REPRESENTATIVES

SECOND SESSION. 102D CONGRESS

TRANSITION ASSISTANCE

19 MARCH 1992

NOT FOR PUBLICATION
UNTIL RELEASED BY THE
VETERANS' AFFAIRS COMMITTEE

RESUME OF SERVICE CAREER

of

PATRICIA PARSONS HICKERSON, Brigadier General

DATE AND PLACE OF BIRTH 15 September 1942, Kentucky

YEARS OF ACTIVE COMMISSIONED SERVICE Over 22

PRESENT ASSIGNMENT The Adjutant General, United States Army/Commanding General, United States Army Physical Disability Agency/Executive Director, Military Postal Service Agency, 2461 Eisenhower Avenue, Alexandria, Virginia 22331-0470, since February 1991

MILITARY SCHOOLS ATTENDED
Women's Army Corps Officer Basic Course (1968)
Infantry Officer Advanced Course (1973)
United States Army Command and General Staff College (1978)
National War College (1987)

EDUCATIONAL DEGREES
Converse College - BMUS Degree - Music - (1964)
Converse College - MMUS Degree - Music - (1966)

FOREIGN LANGUAGE(S) None recorded

MAJOR DUTY ASSIGNMENTS

FROM	TO	ASSIGNMENT
Aug 68	Dec 68	Women's Army Corps Officer Basic Course, United States Women's Army Corps School, Fort McClellan, Alabama
Dec 68	Dec 69	Assistant Manpower Control Officer, later Manpower Control Officer, Manpower Control Division, Military District of Washington, Washington, DC
Jan 70	Dec 72	Commander, 14th Army Band, United States Women's Army Corps Center, Fort McClellan, Alabama
Jan 73	Oct 73	Student, Infantry Officer Advanced Course, United States Army Infantry School, Fort Benning, Georgia
Dec 73	Jul 75	Branch Advisor, Combat Service Support Branch, Readiness Group Atlanta, Fort Gillem, Georgia
Aug 75	Jul 77	Admissions Officer, United States Military Academy, West Point, New York
Aug 77	Jun 78	Student, United States Army Command and General Staff College, Fort Leavenworth, Kansas
Jun 78	Aug 79	Personnel Management Officer, United States Army Military Personnel Center, Eighth United States Army, United States Army Korea
Aug 79	Jun 80	Deputy G-1 (Personnel), 2d Infantry Division, Korea
Jul 80	Jul 82	Personnel Staff Officer, Assignment Procedures Office, United States Army Military Personnel Center, Alexandria, Virginia
Jul 82	Dec 83	Military Assistant, Office of the Assistant Secretary of the Army for Manpower and Reserve Affairs, Washington, DC
Jan 84	Jun 84	Chief, Personnel Actions Division, VII Corps, United States Army Europe

PATRICIA PARSONS HICKERSON, Brigadier General

MAJOR DUTY ASSIGNMENTS

FROM	TO	ASSIGNMENT
Jun 84	Jun 86	Commander, 38th Personnel and Administration Battalion, VII Corps, United States Army Europe
Aug 86	Jun 87	Student, National War College, Fort Lesley J. McNair, Washington, DC
Jun 87	Jun 89	Administrative Assistant to the Chairman of the Joint Chiefs of Staff, Office of the Joint Chiefs of Staff, Washington, DC
Jun 89	Feb 91	Commander, Central Sector, United States Military Entrance Processing Command, North Chicago, Illinois

PROMOTIONS	DATES OF APPOINTMENT	
	Temporary	Permanent
2LT		5 Aug 68
1LT	5 Aug 68	5 Aug 71
CPT	5 Aug 69	5 Aug 75
MAJ		5 Jun 77
LTC		1 Jun 83
COL		1 Jun 88
BG	Frocked	

US DECORATIONS AND BADGES
Defense Superior Service Medal (with Oak Leaf Cluster)
Legion of Merit
Meritorious Service Medal (with 4 Oak Leaf Clusters)
Army Commendation Medal
Joint Chiefs of Staff Identification Badge
Army General Staff Identification Badge

SOURCE OF COMMISSION Direct Appointment

SUMMARY OF JOINT ASSIGNMENTS

Assignment	Dates	Grade
Administrative Assistant to the Chairman of the Joint Chiefs of Staff, Office of the Joint Chiefs of Staff, Washington, DC	Jun 87-Jun 89	Lieutenant Colonel/ Colonel
Commander, Central Sector, United States Military Entrance Processing Command, North Chicage, Ilinios	Jul 89-Feb 91	Colonel

As of 24 May 1991

STATEMENT OF THE ADJUTANT GENERAL, U.S. ARMY

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE. I APPRECIATE THE OPPORTUNITY TO SHARE THE STRIDES THE ARMY HAS MADE IN IMPLEMENTING OUR TRANSITION INITIATIVES THROUGH THE ARMY CAREER AND ALUMNI PROGRAM (ACAP). OUR PROGRAM IS DESIGNED TO ENSURE MEMBERS OF THE ARMY FAMILY ARE RETURNED TO THE CIVILIAN COMMUNITY WITH CARE AND DIGNITY AND THAT THEY RECEIVE COMPREHENSIVE INFORMATION CONCERNING BENEFITS AND ENTITLEMENTS.

INTRODUCTION

LAST SUMMER, THE ARMY'S FORMER DEPUTY CHIEF OF STAFF FOR PERSONNEL, LIEUTENANT GENERAL WILLIAM RENO, TESTIFIED BEFORE THIS SUBCOMMITTEE ARTICULATING THE EFFORTS UNDERWAY TO SUPPORT OUR TRANSITIONING PERSONNEL. WE ARE ENCOURAGED BY THE MAGNITUDE OF PROGRESS MADE OVER THE PAST EIGHT MONTHS. THROUGH ACAP, WE HAVE SUCCESSFULLY IMPLEMENTED PRESEPARATION COUNSELING REQUIREMENTS; ESTABLISHED AND OPERATED JOB ASSISTANCE CENTERS IN CONJUNCTION WITH THE DEPARTMENT OF LABOR TAP PROGRAM; COUNSELED ON THE BENEFITS OF THE MONTGOMERY GI BILL; AND MADE AVAILABLE A NUMBER OF OTHER TRANSITION SERVICES. WE REPORTED LAST SUMMER SEVEN ACAP PILOT SITES WERE OPERATIONAL AND HAD ASSISTED OVER 8,000 ARMY SOLDIERS. PRESENTLY, ACAP OFFICES ARE OPEN AT 62 SITES WORLDWIDE AND HAVE SO FAR PROVIDED TRANSITION AND JOB ASSISTANCE TO APPROXIMATELY 60,000 SEPARATING SERVICE PERSONNEL.

LET ME ASSURE YOU, THE ARMY IS COMMITTED TO PROVIDING QUALITY SERVICE AND PROGRAMS TO THE MEN AND WOMEN WHO WON THE COLD WAR, WHO SERVED IN JUST CAUSE, AND WHO JUST ONE YEAR AGO ACCEPTED THE CHALLENGE TO FIGHT AND WIN ON THE FOREIGN SOIL

OF SOUTHWEST ASIA. WITH THE HELP OF THE CONGRESS, THE ARMY WILL NOT ALLOW OUR HEROES TO SEPARATE WITHOUT THE DIGNITY AND SUPPORT THEY SO VERY MUCH DESERVE. AS MANY OF YOU WHO HAVE SEEN OUR PROGRAM IN ACTION CAN TESTIFY, THE ARMY CAREER AND ALUMNI PROGRAM IS SOLID EVIDENCE OF OUR COMMITMENT TO THESE YOUNG AMERICANS WHO SERVED THEIR COUNTRY. THOUGH THERE IS STILL MUCH TO BE DONE, I'D LIKE TO TAKE THIS OPPORTUNITY TODAY TO UPDATE YOU ON OUR ACCOMPLISHMENTS AND TELL YOU WHERE WE ARE HEADED.

PRESEPARATION COUNSELING

THE ARMY IMPLEMENTED THE PRESEPARATION COUNSELING REQUIREMENT ON 1 AUGUST 1991. TRAINED SPECIALISTS IN OUR ACAP TRANSITION ASSISTANCE OFFICES CAREFULLY COUNSEL OUR SOLDIERS THROUGH AN INDIVIDUAL NEEDS ASSESSMENT WHICH COVERS THE 9 POINTS OF PUBLIC LAW 101-510. THE ASSESSMENT INCLUDES FINANCIAL PLANNING, COUNSELING ON THE EFFECT OF CAREER CHANGE ON INDIVIDUALS AND THEIR FAMILIES, PROCEDURES FOR AND ADVANTAGES OF AFFILIATION WITH THE ARMY GUARD AND RESERVE, GUIDANCE ON THE SELECTION OF EDUCATIONAL BENEFITS UNDER THE MONTGOMERY GI BILL, REFERRAL OF SPONSORS AND SPOUSES TO OUR ACAP JOB ASSISTANCE CENTERS AND/OR DEPARTMENT OF LABOR TAP FOR INFORMATION AND ASSISTANCE CONCERNING GOVERNMENT AND PRIVATE SECTOR EMPLOYMENT PROGRAMS, AND INFORMATION CONCERNING MEDICAL AND DENTAL COVERAGE AVAILABILITY TO INCLUDE THE OPPORTUNITY TO OBTAIN A CONVERSION HEALTH POLICY IF ELIGIBLE. THIS OFFICE INFORMS SOLDIERS ON THE PURPOSE AND ADVANTAGES OF RECEIVING THIS COUNSELING, AND ESTABLISHES AN OFFICIAL RECORD CERTIFYING THE AVAILABILITY OF SUCH COUNSELING.

TRANSMITTAL OF MEDICAL INFORMATION TO THE DEPARTMENT OF VETERANS AFFAIRS

MEDICALLY SEPARATED PERSONNEL RECEIVE ADDITIONAL INFORMATION ON COMPENSATION AND VOCATIONAL REHABILITATION BENEFITS TO WHICH THEY MAY BE ENTITLED UNDER LAWS ADMINISTERED BY DVA. WE ARE WORKING WITH DVA TO ENSURE COPIES OF SERVICE MEDICAL RECORDS OF THESE INDIVIDUALS ARE RECEIVED BY DVA WITHIN 60 DAYS OF SEPARATION. EACH INDIVIDUAL IS COUNSELED AND A RECORD OF THE COUNSELING IS ENTERED ON THE APPLICATION FOR COMPENSATION FROM THE DVA.

THE RECORD OF COUNSELING BECOMES A PERMANENT PART OF THE SOLDIER'S OFFICIAL MILITARY RECORDS. THE PROCESS OF TRANSMITTING HEALTH RECORDS TO THE DVA IS BEING REVISED. A WORKING GROUP OF DVA AND ARMY REPRESENTATIVES IS CURRENTLY REVIEWING PROCEDURES AND DEVELOPING A MEMORANDUM OF UNDERSTANDING TO IMPLEMENT THE TRANSFER OF ALL MEDICAL RECORDS DIRECTLY FROM THE ARMY TRANSITION ACTIVITIES TO THE DVA. THIS MEASURE WILL RESOLVE A LONG STANDING PROBLEM IN TIMELY TRANSFER OF THESE RECORDS, AND ENABLE OUR VETERANS TO RECEIVE THEIR ENTITLEMENTS MORE QUICKLY.

ARMY EMPLOYMENT ASSISTANCE CENTERS

THE ARMY HAS ESTABLISHED 62 ACAP TRANSITION ASSISTANCE OFFICES WORLD WIDE, WITH THE LAST ONE UP AND RUNNING BY NOVEMBER 1991. FIFTY-FIVE OF THESE OFFICES ARE COUPLED WITH CONTRACTED JOB ASSISTANCE CENTERS (JACS). THIS SERVICE PROVIDES ONGOING STANDARDIZED JOB SEARCH SKILLS TRAINING, INDIVIDUAL ASSISTANCE AND COUNSELING, WORKSHOPS AND SEMINARS. WHILE THE JAC IS NOT A PLACEMENT PROGRAM, ONE OF ITS SERVICES IS A REFERRAL TO AN AUTOMATED DATA BASE OF UNITED STATES EMPLOYERS WHO HAVE EXPRESSED AN INTEREST IN HIRING ARMY ALUMNI. PRESENTLY, WE HAVE SOLICITED THE SUPPORT

OF APPROXIMATELY 3,000 EMPLOYERS, AND LISTED APPROXIMATELY 1,200 STATE EMPLOYMENT AGENCIES, OPM REGIONAL OFFICES, PROFESSIONAL ORGANIZATIONS, ETC AS SOURCES OF REFERRAL. THE JACS TEACH ARMY PERSONNEL THE SKILL AND ART OF JOB SEARCH AND ASSIST IN DEVELOPING A "CAN DO" ATTITUDE. PORTABLE SERVICES ARE AVAILABLE REGIONALLY TO SUPPORT ARMY POSTS NOT HAVING ACAP OFFICES. THERE ARE 44 ACAP OFFICES IN THE CONTINENTAL UNITED STATES AND 18 SITES OVERSEAS, INCLUDING HAWAII, ALASKA, EUROPE, KOREA AND PANAMA. DURING THE FIRST QUARTER FY 92, APPROXIMATELY 87% OF ACAP CLIENTS WERE VOLUNTARY SEPARATIONS, WHILE 13% WERE INVOLUNTARY SEPARATIONS. MANY SOLDIERS ARE TAKING ADVANTAGE OF THE CONGRESSIONALLY AUTHORIZED VSI/SSB BENEFITS. OVERALL, 100% OF PERSONNEL USING THE JOB ASSISTANCE CENTERS RATE THEIR EXPERIENCE AVERAGE OR BETTER, WITH 87% RATING IT EXCEPTIONAL.

DOD TRANSITION INITIATIVES

THE DEPARTMENT OF DEFENSE HAS DEVELOPED SEVERAL AUTOMATED TOOLS THE ARMY USES TO ENHANCE OUR CORE ACAP PROGRAM. THE DEFENSE OUTPLACEMENT REFERRAL SYSTEM (DORS) IS AN AUTOMATED REGISTRY AND REFERRAL MECHANISM FOR SERVICE PERSONNEL AND THEIR FAMILIES. THIS SYSTEM ALSO PROVIDES PROCEDURES TO RELEASE THE NAMES (AND OTHER PERTINENT INFORMATION) OF SEPARATING SERVICE MEMBERS AND THEIR SPOUSES TO CIVILIAN EMPLOYERS. ARMY POLICY PLACES DORS WORLDWIDE IN ACAP OFFICES AND ARMY COMMUNITY SERVICES OFFICES WHERE THERE IS NO ACAP OFFICE. CURRENTLY DORS IS ONLINE AND AVAILABLE AT 44 ARMY LOCATIONS. WE EXPECT DORS WILL BE FULLY IMPLEMENTED IN THE ARMY AT 126 LOCATIONS BY JULY 1992.

THE DOD TRANSITION BULLETIN BOARD, DEVELOPED IN CONJUNCTION WITH DORS, IS AN ELECTRONIC BULLETIN BOARD WHICH ENABLES EMPLOYERS TO LIST JOB OPPORTUNITIES. CURRENTLY, THE ARMY IS FIELD TESTING THIS INITIATIVE AT 17 LOCATIONS. FINAL IMPLEMENTATION WILL CO-LOCATE THE TRANSITION BULLETIN BOARD AT THE 126 DORS LOCATIONS.

FINALLY, THE DOD VERIFICATION OF MILITARY EXPERIENCE AND TRAINING DOCUMENT WILL ASSIST SOLDIERS IN TRANSLATING MILITARY EXPERIENCE AND TRAINING FOR POTENTIAL EMPLOYERS, WRITING THEIR RESUMES, INTERVIEWING, AND OBTAINING CERTIFICATES OR LICENSES. THE ANTICIPATED ARMY IMPLEMENTATION DATE IS MAY 1992.

VETERANS AFFAIRS

THE ARMY PARTICIPATED WITH THE OTHER SERVICES AT A SERIES OF ALL VETERANS JOB FAIRS SPONSORED BY U.S. OFFICE OF PERSONNEL MANAGEMENT. THIS FORUM PROVIDED US WITH THE OPPORTUNITY TO INFORM ARMY PERSONNEL AND CIVILIAN INDUSTRY ABOUT ACAP AND OUR JOB ASSISTANCE TRAINING THAT HELPS TO PREPARE ARMY ALUMNI FOR THEIR RETURN TO THE CIVILIAN SECTOR.

WE ARE WORKING CLOSELY WITH DEPARTMENTS OF LABOR AND VETERANS AFFAIRS TO ENHANCE TRANSITION SERVICES TO OUR SOLDIERS. VA HAS CONDUCTED SEMINARS AND WORKSHOPS TO TRAIN ACAP PERSONNEL AND TO PROVIDE INDIVIDUAL COUNSELING TO TRANSITIONING PERSONNEL IN KOREA. ADDITIONAL VA PRESENTATIONS ARE SCHEDULED DURING MARCH 1992 IN GERMANY.

EMPLOYMENT ASSISTANCE, JOB TRAINING ASSISTANCE, AND OTHER TRANSITIONAL SERVICES: DEPARTMENT OF LABOR

ACAP AND DEPARTMENT OF LABOR TAP INTERFACE TO PROVIDE A COMPREHENSIVE SERVICE TO OUR SOLDIERS. WHERE THESE TWO PROGRAMS ARE CO-LOCATED, THE PROGRAMS COMPLEMENT EACH OTHER. THIS COMPLEMENTARY RELATIONSHIP IS NO ACCIDENT. THE ARMY AND THE DEPARTMENT OF LABOR JOINTLY DEVELOPED AND FIELDED SPECIFIC WRITTEN GUIDANCE ON HOW ACAP AND THE DEPARTMENT OF LABOR TAP PROGRAM WILL WORK TOGETHER. CURRENTLY, THERE ARE 21 ARMY INSTALLATIONS CONDUCTING THE ACAP AND TAP WORKSHOPS. ADDITIONALLY, THERE WILL BE 18 SITES SCHEDULED FOR TAP WORKSHOPS BY END OF FY 92.

STATE EMPLOYMENT SERVICE AGENCIES

OUR ACAP OFFICES HAVE ESTABLISHED AN EXCELLENT WORKING RELATIONSHIP WITH THE LOCAL STATE EMPLOYMENT OFFICES. THERE IS A CONSTANT EXCHANGE OF INFORMATION CONCERNING BENEFITS, LOCAL JOB SEARCH, APTITUDE TESTING, JOB DEVELOPMENT, AND EMPLOYMENT COUNSELING. THE LOCAL STATE EMPLOYMENT OFFICE PROVIDES A KEY SERVICE TO SEPARATING SOLDIERS, DA CIVILIANS, AND THEIR FAMILY MEMBERS.

MONTGOMERY G.I. BILL

AS YOU ARE AWARE, PUBLIC LAW 101-510 REPEALED 10 USC 1046 AND EXPANDED THE REQUIREMENT FOR PRE-SEPARATION COUNSELING IN SECTION 1142 TO INCLUDE VETERANS' EDUCATION BENEFITS COUNSELING. ARMY CONTINUING EDUCATION SYSTEM (ACES) COUNSELORS HAVE RETAINED THE RESPONSIBILITY FOR EDUCATIONAL ASSISTANCE BENEFITS COUNSELING AND DOCUMENTATION. THE ARMY HAS IMPLEMENTED PROCEDURES TO PROVIDE CERTAIN INVOLUNTARILY SEPARATING SOLDIERS AN OPPORTUNITY TO ENROLL IN THE MONTGOMERY GI BILL IN ACCORDANCE WITH 38 USC 1418A. COUNSELORS DISCUSS THIS BENEFIT WITH ELIGIBLE SOLDIERS DURING PRESEPARATION COUNSELING. IN ADDITION, LETTERS WERE SENT TO SOLDIERS WHO WERE SEPARATED INVOLUNTARILY ON OR AFTER FEBRUARY 3, 1991, AND PRIOR TO ACES IMPLEMENTATION OF ENROLLMENT PROCEDURES. AS OF 9 MARCH 1992, 308 SOLDIERS HAVE ELECTED TO ENROLL IN MGIB TRANSITION ASSISTANCE PROGRAM.

EMPLOYMENT PREFERENCE BY NONAPPROPRIATED FUND INSTRUMENTALITIES

THE ARMY HAS IMPLEMENTED THE EMPLOYMENT PREFERENCE FOR SOLDIERS AND THEIR FAMILIES WHO ARE INVOLUNTARILY SEPARATED

AND WHO ARE SEEKING A POSITION WITH A NONAPPROPRIATED FUND ACTIVITY. THE TRANSITION ASSISTANCE OFFICE OF ACAP OFFICES PROVIDES COUNSELING AND REFERRAL TO THE INSTALLATION CIVILIAN PERSONNEL OFFICE FOR DETAILED EXPLANATION OF APPLICATION PROCEDURES.

IN CLOSING, I THANK YOU FOR THE OPPORTUNITY TO PROVIDE A STATUS REPORT ON ARMY'S TRANSITION INITIATIVES. THIS HAS BEEN A PRODUCTIVE PERIOD AS WE IMPLEMENTED OUR PROGRAM TO ASSIST THE ARMY FAMILY. THE ARMY IS COMMITTED TO PROVIDING QUALITY SERVICES TO OUR DEPARTING SOLDIERS, CIVILIANS, AND FAMILY MEMBERS.

I WOULD BE HAPPY TO ANSWER YOUR QUESTIONS.

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE
VETERANS AFFAIRS COMMITTEE

STATEMENT OF
RADM S.F. GALLO, U.S.NAVY
DEPUTY, CHIEF OF NAVAL PERSONNEL
BEFORE THE
SUBCOMMITTEE ON
EDUCATION, TRAINING AND EMPLOYMENT
OF THE
HOUSE VETERAN'S AFFAIRS COMMITTEE
ON
TRANSITION ASSISTANCE PROGRAMS
ON
19 MARCH 1992

NOT FOR PUBLICATION UNTIL
RELEASED BY THE HOUSE
VETERANS AFFAIRS COMMITTEE

Rear Admiral S. F. Gallo, USN
Deputy Chief of Naval Personnel

Rear Admiral S. F. Gallo (Frank) was born in Brooklyn, New York, on 1 July 1936. He attended the New York State Maritime College and graduated in 1957 with a B.S. in Marine Engineering in addition to a Third Engineer's Merchant License in Steam and Diesels. Rear Admiral Gallo was commissioned an Ensign in the U.S. Navy in November 1958. His first assignment was aboard USS ESTES (AGC-12) homeported in San Diego where he served as Main Propulsion Assistant until July 1960. He commenced flight training and was designated a naval aviator in October 1961.

After designation, Rear Admiral Gallo reported to Patrol Squadron TWENTY-THREE in Brunswick, Maine, serving there until June 1965. He then reported to the Naval Postgraduate School in Monterey, California, where he received a degree in Aeronautical Engineering (AeE) in June 1968. He served as Communications Officer in Commander Carrier Division TWENTY, initially aboard USS ESSEX and later aboard USS INTREPID, and then as Communications Officer to the staff of COMCARDIV FOURTEEN aboard USS WASP until January 1971. He served with Patrol Squadron THIRTY through transition to the P-3 and then as Safety and Operations Officer in Patrol Squadron ELEVEN in Brunswick, Maine. In 1973, Rear Admiral Gallo attended the Naval War College followed by training at Patrol Squadron THIRTY. Rear Admiral Gallo reported to Patrol Squadron TWENTY-FOUR as Executive Officer and subsequently Commanding Officer serving until December 1976. He then reported as Operations Officer to Commander Patrol Wing FIVE until February 1979. His next assignment was to OPNAV in Washington, DC, as P-3 Program Coordinator until April 1980 when he became the Executive Assistant to the Deputy Chief of Naval Operations (Air Warfare) until June 1981. He then served as Commander Patrol Wing ELEVEN from July 1981 to August 1982. Following his tour with PATWING ELEVEN, he was Executive Assistant to the Supreme Allied Commander Atlantic/Commander in Chief Atlantic/Commander in Chief, U.S. Atlantic Fleet until June 1985 when he was promoted to flag rank and assigned as Commander Patrol Wings, Atlantic in Brunswick, Maine. He served as Commander, Fleet Air Mediterranean in Naples, Italy through January 1990, when he reported as Deputy Chief of Naval Personnel and Assistant Deputy Chief of Naval Operations (Manpower Personnel and Training) (OP-01B). He served additional duty as the Commander, Naval Military Personnel Command until it was disestablished and became the Bureau of Naval Personnel on 15 May 1991 where he now serves as the Deputy Chief of Naval Personnel.

Rear Admiral Gallo is married to the former JoAnne Balch of Munsonville, New Hampshire. They have three children: Elizabeth, Anne, and Katherine. Rear Admiral Gallo has been awarded the Defense Superior Service Medal, Legion of Merit (3), Meritorious Service Medal (2), Air Medal, Navy Commendation Medal, Navy Achievement Medal, Vietnamese Service Medal, Philippine Presidential Unit Commendation, and the Vietnamese Civil Action Ribbon. Rear Admiral Gallo has also received the Federal Armed Forces Commendation Cross in Silver from the Federal Republic of Germany.

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to discuss the extremely important issue of transition assistance. In this time of extraordinary change for our military, and indeed our country, sailors view with uncertainty and trepidation what lies ahead. Although currently the Navy does not anticipate large numbers of involuntary/early separations, we remain committed, as we always have, to the well-being of our sailors and their families. We recognize that how we take care of those who are leaving the service has a direct and immediate impact, not only on them, but also on those sailors who remain on active duty as well as those who will serve in the future. It is with this perspective that we approached implementation of the Navy's Transition Assistance Management Program.

Last summer during hearings before this same subcommittee, the Navy laid out its strategy for implementing the transition program. Conceptually, that strategy was founded on three tenets. First, we would build on existing strengths. We would enhance existing Navy programs; use wisely the infrastructure currently in place; and avoid duplicating systems and services in the interest of effectiveness and efficiency. Second, we would fully utilize the programs and resources developed by the Office of the Secretary of Defense and the other military services, coordinating and integrating our efforts in areas which are readily applicable to all service members no matter the color of their uniform. And third, we would take full advantage of the resources of other departments and organizations, particularly the Departments of Labor and Veterans Affairs, as well as veterans service organizations. All of us are committed to furthering the well-being of service members and thus it makes sense that we pool our talents and assets in this effort.

Our experience over the last eight months has demonstrated this strategy to be sound and effective, and the Navy is pressing forward with fleet-wide implementation. At this time I would like to report on Navy's status in each of the specific areas you are examining today: employment assistance, pre-separation counseling and the Montgomery GI Bill.

Employment Assistance

The Navy has expended considerable time and effort to stand up the provisions contained under employment assistance. Last year we designated Family Service Centers (FSC) as employment assistance centers with primary responsibility for coordinating and/or delivering these services. This decision was based on the FSC's past experience with similar programs. To better equip FSCs for these expanded responsibilities, additional staff have been hired and resources purchased. Recognizing the urgency of this program, the Navy took steps to ensure that the Navy's 85 transition sites could immediately start hiring. Appropriated funds for staff and administrative requirements have also been distributed to the field which will greatly accelerate the hiring of remaining staff.

The Family Service Center has also been selected to house two of the DoD-developed automated transition systems: Defense Outplacement Referral System and the Transition Bulletin Board. Both of these systems will prove to be extremely useful tools for separating members and spouses. As of 1 March, 64% of Navy transition sites had Defense Outplacement Referral System available, with the remaining sites expected to be operational by the end of this month. DoD has just completed the final stages of testing on Transition Bulletin Board which will be on line in Navy within 30 days, although overseas commands may experience some delay due to unique equipment requirements. The third automated transition system designed is Skills Verification. Unlike DORS and TBB, skills verification will be centrally managed and operated. The Navy is finalizing the implementation process and expects to have this service fully operative by third quarter fiscal year 1992.

With respect to the Transition Assistance Program (TAP), we continue to work with the Departments of Labor and Veterans Affairs in our effort to establish this program at as many installations as possible. Currently, TAP workshops are either conducted at or serve 32 installations and have, since last July, conducted 108 workshops serving over 8000 members. By the end of the third quarter of this year we expect the number of DoL-sponsored workshops to reach 47 installations. And by the end of fiscal year 1992, TAP-like workshops will be conducted at each of the Navy's 85 transition sites. To facilitate the establishment of these workshops, the Navy has negotiated an agreement with DoL to have Navy personnel trained at Labor's national training center. These instructors will conduct workshops at those installations not scheduled to receive a DoL program. In addition, we are nearing an agreement with Labor to have each of our transition managers attend a course specifically developed for program managers. And finally, Navy continues to utilize programs offered by veteran and retiree service organizations. Job fairs, employment seminars, written and video materials, and review of health records for service-related medical conditions are just some of the many resources which these external organizations have made available. We are most appreciative and will continue to use them fully to augment our program.

Pre-Separation Counseling

The Navy has taken great strides in ensuring that all service members receive transition counseling prior to their separation or retirement. Last year the Navy developed a Pre-Separation Guide for use concurrently as an instructor's aid and as a ready reference for our members once they have separated. Over 170,000 copies of these guides were distributed throughout the Navy. We are currently acquiring copies of the DoD-developed Pre-Separation Guide which will eventually replace the Navy's guide.

Finally, the Navy is expanding the curriculum content of our existing seminars to cover not only the requisite DoL and veteran topics, but a variety of others to include such important considerations as requirements of remaining military service obligation, importance of service records/documentation and the survivor benefit annuity plan. Taken together, the preceding actions have ensured wide dissemination of this information.

Montgomery GI Bill

Since Transition Assistance legislation was enacted, we have made a concerted effort to ensure that both retroactive and current involuntarily separated personnel are informed and counseled about their educational benefits. When the member responds to the transition management office's letter, we provide a special education benefits package advising the member on the steps necessary to receive their entitlements. In all candor, we are disappointed by the small number of involuntarily separated personnel (a total of 73 out of 9,536) who elected to enroll in the Montgomery GI Bill (MGIB). We have no reason to believe that the acceptance rate is because our separatees under value education; rather we presume that it is difficult for separating members to make a lump-sum payment of $1200. There is a direct connection between having educational benefits and the purposes of the transition program. Properly utilized, educational benefits are the most significant tool the separated member has at his/her disposal. In my personal opinion, the importance of educational benefits is becoming more and more obvious.

Conclusion

As with any program of this magnitude, implementation has not occurred without some difficulties. The most persistent problems are related to the frequency of TAP workshops which is a factor of the availability of both instructors and adequate training facilities. As I mentioned earlier, Navy is hiring staff to effectively implement this program. The function of this staff is, in part, to augment Labor instructors or conduct TAP workshops at installations not serviced by DoL. In the absence of adequate classroom space at many of our installations, we have provided them funds with which to rent facilities in order to meet their need. We are confident that these actions will correct this situation.

Once again, I wish to thank you Mr. Chairman and the members of the subcommittee for the chance to speak about our efforts to implement transition assistance. I would be happy to answer any questions you may have.

STATEMENT

FOR

COMMITTEE ON VETERANS AFFAIRS

SUBJECT: TRANSITION ASSISTANCE

WITNESS: MAJOR GENERAL WILLIAM J. PORTER
DIRECTOR OF PERSONNEL PROGRAMS
DEPUTY CHIEF OF STAFF, PERSONNEL
UNITED STATES AIR FORCE

MARCH 1992

NOT FOR PUBLICATION UNTIL RELEASED BY THE
COMMITTEE ON VETERANS AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES

Biography
United States Air Force

Secretary of the Air Force, Office of Public Affairs, Washington, D.C. 20330-1000

MAJOR GENERAL WILLIAM J. PORTER

Major General William J. Porter is director of personnel programs, Headquarters U.S. Air Force, Washington, D.C.

General Porter was born July 18, 1938, in Lansing, Mich. He earned a bachelor's degree in 1961 and a master of business administration degree in 1969, both from Michigan State University. The general completed Squadron Officer School in 1965, Industrial College of the Armed Forces in 1972, National War College in 1976 and the University of Virginia's Advanced Management Program in 1983.

He was commissioned through the Air Force Reserve Officer Training Corps program in June 1961, and entered active duty in November 1961. After completing undergraduate navigator training in August 1962, he earned his wings and was assigned as a C-141 and C-124 navigator (flight examiner and instructor) with the 62nd Military Airlift Wing, McChord Air Force Base, Wash. General Porter next was assigned as a forward air control navigator on a UC-123K with the 606th Special Operations Squadron, Nakhon Phanom Royal Thai Air Force Base, Thailand, from October 1969 to November 1970. During the next five years, General Porter was assigned to the Air Force Accounting and Finance Center, Denver, where he served in several positions during the implementation of the Joint Uniform Military Pay System.

After completing National War College in August 1976, General Porter served as commander of the 450th Flying Training Squadron, Mather Air Force Base, Calif. He received his initial recruiting assignment as commander of the 3506th Recruiting Group at Mather in June 1978, and in February 1981 became vice commander, U.S. Air Force Recruiting Service, Randolph Air Force Base, Texas. General Porter was commander of Officer Training School from May 1982 to August 1983, when he became chief of staff, Headquarters Air Training Command, Randolph. In 1985 he was assigned as commander of the U.S. Air Force Recruiting Service and deputy chief of staff for recruiting, Air Training Command headquarters.

The general transferred to MacDill Air Force Base, Fla., in August 1987 and served as director of resources, J-8, U.S. Special Operations Command. In July 1989 he became director of personnel plans, Air Force headquarters. He assumed his present position in October 1991.

The general is a master navigator with more than 5,600 flying hours. His military awards and decorations include the Defense Distinguished Service Medal, Legion of Merit with oak leaf cluster, Distinguished Flying Cross with oak leaf cluster, Bronze Star Medal, Meritorious Service Medal with oak leaf cluster, Air Medal with 11 oak leaf clusters, and Air Force Commendation Medal.

He was promoted to major general Aug. 1, 1988, with same date of rank.

General Porter is married to the former Joan W. Hall of Mason, Mich. They have two sons, David and Scott.

(Current as of October 1991)

MR CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, thank you for this opportunity to discuss the progress of the Air Force's Transition Assistance Program. We've come a long way in the last eight months, but we have a long road ahead, and we welcome your continuing interest in the welfare of our transitioning airman.

Our Transition Assistance Program (TAP) has continued to unfold in many areas since Gen Hickey appeared before you last July. Working with the Departments of Labor and Veterans Affairs, we have established TAPs at 119 installations, both stateside and overseas. In cooperation with DoL, we currently have trained Transition Assistance Managers at every installation conducting transition seminars for separating members. These seminars emphasize small classes -- usually 25 to 35, to encourage an informal learning environment and enhance awareness of transition to the civilian world. The seminars have been a tremendous success, with attendance lists filling up fast, and extremely positive critiques from attendees. Our thanks to the DoL and DVA folks throughout the country for the help they are providing.

I want to put in a special note of appreciation here for the DoL's training organization in Denver, the National Veterans Training Institute, or NVTI. Their training and follow-on support have been, in a word, superb. They have responded with an absolutely top-notch course in a very short period.

Our relationship with DoL and DVA has been a profitable one for our separating airmen. The seminar is well designed and has proven to be popular; we have made over 150,000 copies of the seminar workbook and distributed it throughout the Air Force, so it is available even where -- as with our overseas bases -- direct DoL support is not; and the NVTI trainers have given our Transition Assistance Managers instruction and resource materials that are second to none.

Mr Chairman, when we decided to place our Transition Assistance Managers as staff members of our Family Support Centers, we were expanding on a model we had been building for several years; a centralized group of services oriented toward direct support of the families of our service members. The Family Support Centers already were offering services such as Resume Seminars, Interviewing Workshops, Personal Financial Management assistance, and classes on Stress Reduction and Management; and it was a logical step to base our Transition Assistance efforts there. I am pleased to tell you this arrangement has proven itself, especially during the early weeks of the VSI/SSB eligibility. With the Personal Financial Management Program (PFMP) counselor right in the next office, our Transition Assistance Managers were able to help large numbers of eligible airmen make good, well-informed decisions about which way to go.

I know you're interested in our implementation of the DoD automated services -- DORS, the Transition Bulletin Board, and the Verification Document. We have made these services part of the bedrock of the Air Force's plan for helping our people, and have moved enthusiastically to implement each service as it has been made available. Our representatives participated in the design of these services, as well, so we have been confident from the beginning that they are of value to our people. We now have DORS available throughout the Air Force, and the newly-implemented bulletin board as well. We've been advertising its availability to our people, and usage is steadily growing. We think these offer terrific opportunity for our folks to market themselves to civilian employers, and we strongly encourage their use. We also point our people toward the services offered by many of the service members' organizations (TROA, NCOA, AFA, etc.); the more such opportunities a transitioning airman takes advantage of, the better chance he or she has of getting a desired job.

The Verification Document has proven more difficult technically to implement than first estimated, but we have our machinery in place and stand ready to distribute these documents to our members as soon as the system is operational. There is a lot of interest in this product, and we hope it proves as useful as the other DoD services.

We've added some additional automated services of our own. All our Transition Assistance Managers are now equipped with resume software and an electronic forms package that automates the Civil Service job application process. Additionally, we are in the process of building a networking and electronic bulletin board among our Family Support Centers worldwide which will enable them to stay in real-time contact with each other and exchange information to help our transitioning airmen.

Our intent is to continue to provide the services we are building beyond the end of this current drawdown. This is an invaluable preparation for life after government service, and it pays dividends not only as our members separate, but also in its effects on morale and credibility -- and recruiting. We need to keep doing this for our folks.

Once again, I thank you for this opportunity and for the support you have provided as we draw down our military forces. It means a lot to our transitioning people, and to the nation, to send out people who are ready for a career in our national workforce. Thank you.

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THE COMMITTEE ON VETERANS AFFAIRS
HOUSE OF REPRESENTATIVES

STATEMENT OF

BRIGADIER GENERAL R.I. NEAL

UNITED STATES MARINE CORPS

DIRECTOR, MANPOWER PLANS AND POLICY DIVISION

MANPOWER AND RESERVE AFFAIRS DEPARTMENT

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT

COMMITTEE ON VETERANS' AFFAIRS

UNITED STATES HOUSE OF REPRESENTATIVES

March 19, 1992

NOT FOR PUBLICATION UNTIL RELEASED BY
THE COMMITTEE ON VETERANS AFFAIRS
HOUSE OF REPRESENTATIVES

Mr. Chairman and Distinguished Members:

Thank you for this opportunity to appear before your committee to provide an update on the Marine Corps implementation of the Transition Assistance Program and its effectiveness in easing the transition of our Marines to the challenges of the civilian community.

Since the enactment of Public Law 101-510, more than 70,000 Marines and their families have received transition assistance services. These services include not only those required by the law, but they extend well beyond group and individual counseling. Resume preparation, outplacement services, job fairs, bulletin boards, community employment networking, career resource libraries, and individual computer support for preparation of applications and employment forms are but a few of the services offered.

We chose to initiate the Transition Assistance Program by using our existing sixteen (16) Employment Resource Center (ERC) specialists as the point of departure. We recognized the potential benefits of the program and the need to prioritize our implementing actions. First, we realigned five-hundred thousand dollars in FY-91 for the purchase of computer software, support equipment, and extensive resource materials for each counseling site. Second, we launched an aggressive campaign to provide, on a continuing basis, information on transition assistance requirements to local commands in a timely manner. Third, in April 1991, an extensive 5-day training program for the ERC specialists and reserve support personnel was provided at Headquarters Marine Corps.

To compensate for the surge of separations we expected at the end of the Persian Gulf War, we retained 75 Marine reservists on active duty and assigned them to help the ERC specialists with the enormous task of providing transition assistance to Marines leaving the service. These reserve Marines remained on active duty in this capacity until September 1991 at a cost of approximately 2.7M for FY-91.

Since that time the Marine Corps has taken aggressive steps to identify and fund additional civilian personnel. We identified fifty-six (56) civilian billets (17 permanent and 39 temporary) to support the Transition Assistance Program. Currently, thirty-seven (37) of these requirements are filled. We expect the additional nineteen (19) billets to be filled during 3rd Quarter FY-92. As an interim measure, we provide active duty Marines to augment the transition assistance staff personnel. We will continue this practice until our staffs are fully on line with funded civilian personnel.

Our continuing effort to educate our transition assistance staffs includes the Department of Labor-sponsored training for Transition Assistance Program instructors and active networking with local and state Employment Security Commissions. Training for and installation of automated programs such as the **Defense Outplacement Referral System (DORS)**, the **Transition Bulletin Board (TBB)**, and the **Verification Document**, formerly known as TOPPS, are ongoing.

These programs enhance our ability to provide on-the-spot assistance for separating Marines and their families. Currently, we have more than 400 resumes, which match skills and abilities of job seekers with specific job vacancies listed by employers, registered in DORS. Of our eighteen (18) transition assistance sites, twelve (12) currently have direct service capability for resume registration. We expect the remaining six sites to have this capability soon.

The Verification Document system allows our transition assistance staffs to provide our Marines with documentation of all training they received while on active duty. This service should increase the employment opportunities for our Marines. The TBB is similar to other electronic bulletin boards in that job-related information is shared among commands and between the military and civilian communities.

We continue to use the services of veterans and military-related organizations such as, the Retired Officers Association, the Non-Commissioned Officers Association, and the Fleet Reserve

Association, among others, for networking, referral services, and educational materials. We are promoting and actively participating in local and Department of Defense-sponsored regional Job Fairs. For example, 60 prospective employers and more than 3,000 participants recently attended a job fair at Camp Lejeune, North Carolina. During 1992 we have job fairs scheduled at major bases and stations throughout the Marine Corps. We expect even more prospective employers and participants to attend these events. We continue to use the excellent USO film **HEROES FOR HIRE** at job fairs to acquaint employers with the many benefits of hiring separating service members.

During FY-92 we will focus our efforts on developing standardized training modules for our transition assistance counselors and on producing supporting video tapes, which explain the details of the Transition Assistance Program. We believe these actions will benefit those Marines who are unable to attend the transition assistance seminars because of deployment or because they are assigned to isolated duty stations.

I have recently visited three of our Employment Resource Centers in North Carolina and witnessed first hand, not only a strong commitment to "take care of our own," but, more importantly, how the transition assistance program is affecting our Marines and their families. I reviewed many of the critique sheets Marines submitted. Without exception, they enthusiastically support the program.

Within the limits of competing demands for scarce dollars, we have programmed funding for FY94 and beyond. Although less than the Congressionally-provided funding for FY92 and 93, your support allowed us to make our capital investments up front, and we will be able to continue to provide the kind of transition assistance services and benefits our separating Marines and their families deserve at the levels envisioned by you when this program was enacted into law.

In closing, I want to thank you for this opportunity to provide an update on the Marine Corps implementation of the

Transition Assistance Program. Rest assured that we are committed to meeting the requirements of our Marines who are separating from the service. We ask for your continued support. I will be pleased to answer any questions that you may have.

STATE OF NEW YORK
DEPARTMENT OF LABOR
Governor W. Averell Harriman
State Office Building Campus
Albany, New York 12240

THOMAS M. HINES
Executive Deputy Commissioner of Labor

THOMAS M. HINES TESTIMONY BEFORE THE UNITED STATES HOUSE OF REPRESENTATIVES COMMITTEE ON VETERANS AFFAIRS SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT

THE HONORABLE TIMOTHY J. PENNY,
MINNESOTA,
CHAIRMAN

TO EVALUATE THE EFFECTIVENESS OF THE
TRANSITION ASSISTANCE PROGRAMS
FOR SEPARATING SERVICEMEMBERS

MARCH 19, 1992

Good Morning, Mr. Chairman and members of the Subcommittee on Education, Training, and Employment. My name is Tom Hines and I serve as Executive Deputy Commissioner of the New York State Department of Labor. My appearance here today is to address from a New York State viewpoint the effectiveness of the transition assistance programs for separating servicemembers.

Because I also serve on the Board of the Interstate Conference of Employment Security Agencies (ICESA) and as chair of the ICESA Transition Assistance Work Group on Automation, I bring that perspective as well. You know that ICESA is the national organization of state administrators of unemployment insurance, the Employment Service, labor market information program, and, in most states, the Job Training Partnership Act. ICESA has a unique point of view, having been active for many, many years in the promotion of adequate and quality transition assistance service for separating military personnel.

This is not the first time that your committee has solicited our comments about Transition Assistance Programs. The former Commissioner of the New York State Department of Labor, Thomas F. Hartnett, testified before you last July about the need for more resources and better cooperation. I am here to reiterate some of those points and to recast the issue in light of the current economic climate.

State Employment Service operations across the nation are the primary delivery system for veterans employment and training programs. As the front-line troops in the struggle for jobs, our staffs have the best resources, the most experience, and the long-standing contacts in the business community required to achieve full employment for people leaving the military.

I feel it is imperative that we take a holistic view of transition assistance. Previous efforts -- with the best of intentions -- have addressed this issue in piecemeal fashion, doling out the individual functions to State agencies, the U.S. Department of Labor, and the Department of Defense, with each of the individual agencies planning and implementing programs that target their own separating personnel.

We must step back and take a hard look at the needs of the individuals, ascertain which programs will meet those needs, and decide when and where to put those programs in place. This way we can determine which organization is in the best position to deliver quality, cost-efficient levels of service to the military men and women who have served their country so well.

We don't need to re-invent the wheel for this purpose -- we just have to get the wheels, framework, and all the other existing parts to mesh so that we can get moving on this issue.

I can quote you some success stories and show you how New York is making transition a successful route to employment for separating personnel. These successes are not unique to New York but can be found in every state in the employment security system. By the same token, there exist stories of wasted resources, duplication of effort, and lack of overall management of these efforts into a cohesive program. The point is, we do not now have an integrated national network of counseling and placement services; what we have instead are individual and sporadic successes achieved at the expense of an employment security system that is already strained to its limit.

Traditionally, we have seen the individual agencies taking on the role of "employer" and contracting for placement services in the open market. It is difficult to characterize the adequacy of these programs, given the disparate situations and the wide range of locations. However there is a limited pool of seasoned labor exchange experts in any given community. The current arrangement shuffles the players without improving the game.

The Transition Assistance Program (TAP) represents a cooperative effort of the state employment security agencies and the U.S. Department of Labor, Veterans Employment and Training Services. It provides comprehensive assistance for separating personnel that takes full advantage of the local resources that are already in place.

TAP seminars began at some 15 sites in 7 states during 1990. In 1991, the program expanded to 91 sites in 23 states. By the end of this fiscal year, we expect to have 178 sites operating in 44 states.

New York State now operates TAP seminars at four sites: Fort Drum, Plattsburgh Air Force Base, Griffiss Air Force Base, and the Navy Homeport base on Staten Island. We have conducted 24 classes since last September, with a total of 694 participants. We are opening a fifth site at the U.S. Military Academy at West Point, which will also serve Stewart Air Force Base, and are considering a joint program for the Scotia Naval Unit and Watervliet Arsenal.

Each of these programs is served by staff trained at the National Veterans Training Institute (NVTI) in Denver. We have placed touch-screen

JOBS Plus! computer self-search terminals at each of the four operating sites, with additional units slated for future installation. In late spring, we plan to have a JOBS Plus! unit in the Douglas MacArthur USO Center in Times Square. More than 250,000 military personnel pass through this Center each year. We will be conducting workshops there once a week to encourage those stationed in the area to sign up for the TAP program on Staten Island and to inform transient servicepersons to seek out the classes at their home base.

We will continue to provide the traditional aid to those who are unemployed, whether they be civilian or military. All separating veterans who file an unemployment insurance claim or seek assistance finding work or inquire about job training will be served by our offices. In the final analysis, the state employment security agencies will perform employment and training assessments, screening, aptitude testing, and job referrals. Local Veterans Employment Representatives (LVERs) and Disabled Veterans Outreach Program personnel (DVOPs) will assist as they always have, but they can only be in one place at a time.

There are several unfortunate problems with this approach. One is the need for leadership and a clear role for the USDOL. Within USDOL, the Employment Service federal partner is the Employment and Training Administration. On the Veterans Services side it is the Assistant Secretary for Veterans Employment and Training Services. At the State level, we don't see any liaison between those DOL programs or a demonstrated willingness for facilitating linkages between the states and the Department of Defense, except for the DOL Transition Assistance Program (TAP) workshops.

Another significant problem is that, given our current level of funding and resources, the LVERs and DVOPs who are staffing the TAP seminars are not available at their regular duty station while performing TAP responsibilities. We must rob Peter to pay Paul unless there is adequate funding for the veterans programs already in place; we have to choose between utilizing staff to assist existing veterans and providing services to separatees and their dependents.

The Administration request for FY 1993 is -- according to its own calculation -- about 450 positions short of what is required by statutory formula for the DVOP and LVER program. Funding of at least $3 million for the National Veterans Training Institute is also much needed. The Institute has been the single most positive force in the improvement of job related services to veterans in the last decade.

As the number of transitions rise, the need for Federal aid for existing programs will become increasingly significant. We now see some 300,000 separations per year. DOD estimates an additional 30,000 people will leave this year. The volume and scope of employment security programs must adjust to the additional load and environment awaiting these new civilians.

In 1991, New York State processed some 6,000 claims for unemployment insurance from former military personnel. So far in 1992, the weekly totals are running about double what we saw last year. What kind of a job market are these people returning to?

In New York, the number of jobs lost in 1991 was the highest in any year since we began keeping records in 1939. The unemployment level in my state and across the nation hit a new high for this recession in February. And a lot of the people who are swelling the jobless ranks are veterans. the increase in veterans receiving unemployment insurance is double the rate of civilian claimants.

In addition to the recently separated unemployed, we have the disabled and other veterans who are having great difficulty in maintaining even a tenuous hold on their jobs in an increasingly tight and demanding job market. Also, we are seeing more veterans who have never before in their lives been out of work. These people were mid-level managers with years of strong employment history whose jobs have evaporated and will not return, even with an upturn in the economy. They face the frightening prospect of being unemployable in what should have been their prime earning years.

The principles that we use in other state employment security programs -- early intervention, rapid response, targeted assistance, grants advocacy, and coordinated services all have relevance in this situation. If state agencies have as much information as they can get, as soon as possible, including the number of separations, target dates, and points of discharge, then the coordination of services can proceed apace.

Where labor market analysts know that physical therapists, home health aides, or computer repair technicians are in demand, the state DOL can refer military personnel whose specialties dovetail with these careers to relevant training courses. This guidance will help separatees transfer their skills and gain the licensing they need for the civilian marketplace. That addresses the problem of the servicemember from North Carolina who is stationed in

Maryland and wants to live in the Northwest but knows nothing about marketable skills for that geographic area.

The resources that currently reside in the state employment security agencies are a powerful reservoir of knowledge, skills, and experience. Our information network is a powerful linkage with schools, labor organizations, and employers.

This is why major employers like GE and Kodak, who are concerned about the welfare of their staff, come to us to prepare for down-sizing operations. These corporations recognize our expertise and count on us to help them develop a plan that makes the separation less traumatic for employees. Further, they recognize the drain that their needs impose on our staffs and they revenue contract with us to underwrite the cost of the additional resources needed to replace the experts that are on loan to their project.

The transition assistance projects have not followed this pattern. There is limited opportunity for employment security agencies to provide their expert input into the process. In some cases, state agencies are not even allowed to participate in the competitive bidding for projects. The successes we have seen so far are the result of cooperation between individual commanders and local employment security offices -- which in many cases is long-standing, predating the current down-sizing. However, as mentioned, the current transition assistance program is blind to the way TAP needs dilute the already thin resources of state employment security agencies.

It is our belief that existing transition assistance programs will leave substantial numbers of separatees without employment. Those individuals will end up on the doorstep of state agencies and we will do our best to serve them. But we owe it to all of the people we serve -- separatees, their dependents, veterans, and the civilian unemployed populations -- to orchestrate the process better. Attention must be paid to the need for resources at the national level so that the process is not disjointed and we do not misspend time and effort in duplication of services or inefficiency.

I do not mean to diminish the bright spots in this picture -- there are some real achievements taking place and we are proud of those successes. My job is to direct your attention to the ways we can cooperate to make more bright spots appear.

A major objective in this process is to strengthen the Interstate Job Bank (IJB)-- the Employment Service's national database of current, full-range employment opportunities. This is the automated system that should be enhanced and utilized to serve separating military personnel rather than further investing resources in any new and competing automated systems within DoD. The IJB is the best tool for addressing the large numbers of people with diverse skills and backgrounds who are scattered at multiple locations. We have been working to make IJB more user friendly and applicable to military personnel and their dependents.

I work with an energetic, creative ad hoc group of state representatives addressing this task. This group recently met to develop interface options that give veterans and their families access to jobs on the IJB's national database and well as other jobs listed in state employment service offices. Now the top priority is to increase this system's on-line capability to ensure timeliness of the job listings. We look forward to a prompt meeting with DoD to gain consensus on a final plan.

These efforts are key to our goal of providing a baseline level of services for all separatees regardless of their location. Automation funding should be directed to enhance the Interstate Job Bank linkages and make this the first line of defense for separating personnel. It's the only way we can ensure that the man or woman who is leaving the service at Loring AFB in Presque Isle, Me. has access to as many resources as the people departing from Ft. Benning, Ga.

As much as we would like to offer one-on-one service to everyone, it is not logistically possible. However, with your leadership and assistance we can put our job information capital into a common repository -- a free-standing system that can operate independently of TAP sites, if necessary, and offer self-service to the most remote locations.

In New York State people can access the IJB listings at libraries, in the offices of their elected representatives, and at our Community Service Centers. They can even tap in from home computers through the Rural Assistance Information Network. Now THAT's a level playing field. It should be offered to military people as well as civilians.

It is our intention to develop a permanent system that will well serve separating personnel beyond the immediate transition period -- that will stand the test of time. In fact, we should have developed such a system a long time ago. At least the press of the current transition challenge has stimulated our efforts to put this system into place.

It is critical to the future of these people and to the well-being of our national employment security system that you, as our leaders, provide the inspiration and guidance to keep our efforts from competing and canceling each other out.

This means that we must have adequate funding for the basic infrastructure of the Employment Service so that veterans employment and training programs can continue. We also need to apply the necessary money in support of a single established system rather than chasing rainbows to create new, copycat designs.

With your support and leadership, we can continue to work together at the State level to assure the best possible future for the people who have helped to ensure ours.

UNEMPLOYMENT INSURANCE

JOB SERVICE

South Carolina
Employment Security Commission

COMMISSION
J. William McLeod, Chairman
737-2652
C. Lem Harper, Vice-Chairman
737-2655
Cecil T. Sandifer, Commissioner
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EXECUTIVE DIRECTOR
Robert E. "Jack" David
737-2617

STATEMENT BY

ROBERT E. DAVID
EXECUTIVE DIRECTOR
SOUTH CAROLINA EMPLOYMENT SECURITY COMMISSION

BEFORE

EDUCATION, TRAINING AND EMPLOYMENT SUBCOMMITTEE
OF THE HOUSE COMMITTEE ON VETERANS' AFFAIRS

WASHINGTON, DC

MARCH 19, 1992

Mr. Chairman, Distinguished Committee Members:

My name is Robert E. David. I am Executive Director of the South Carolina Employment Security Commission. I am the senior state employment security administrator in the nation, I believe, with a little over 17 years in my current position.

My testimony today will reflect that experience and that point of view; but I would like to add that I am a veteran myself, and have served in the American Legion as a Department Commander and in other capacities. Currently, I chair the Veterans' Affairs Committee of the Interstate Conference of Employment Security Agencies. I know that I am "preaching to the choir" when I say that this nation owes its very existence to our veterans. Nothing is too good for our veterans.

The Transition Assistance Program, authorized by Congress, is an excellent step in the right direction. Those men and women who have been wearing the uniform need our help in adjusting to new roles in civilian life. At the same time, in an increasingly competitive world, American business and industry need the skills and the discipline that they acquired in the military.

South Carolina, I am proud to report, has accepted this challenge and is attacking it aggressively. As of today, we have established seven TAP sites, including all branches of service, and have conducted 44 workshops for 1,695 individuals. These workshops consist of three days of training in such topics as how to interview for a job, preparation of resumes, financial management, and stress management, just to mention a few. Instruction is presented by employment security employees who specialized in serving veterans. (These are known as LVERs and DVOPs: local veterans employment representatives and personnel who serve in the disabled veterans outreach program.) All of these DVOPs and LVERs, as well as the TAP site managers who are employed by the Department of Defense, have undergone special training by the National Veterans Training Institute, commonly known as the NVTI.

These workshops, Mr. Chairman, have been very successful and well received by the men and women who have attended them. We could and would be happy to show you some of the responses we have received. I can tell you one thing for sure. These responses clearly indicate that this transition assistance is vitally needed and sincerely appreciated. On a nationwide basis, plans call for seminars at 91 TAP sites in 23 states during fiscal year 1991, and by the end of fiscal 1992, 178 sites in 44 states.

South Carolina is moving in other directions as well. On December 3, 1991, the Governor of our state signed what could be called a "landmark" agreement with the Secretary of the Army. This Memorandum of Understanding (MOU) commits the State of South Carolina, its agencies and institutions, to a transition assistance plan with clear goals and legal guarantees. An MOU was signed the following day with Fort Jackson; and we are currently working with the other branches and installations in our state to execute similar agreements.

But there is more. Realizing that the need is great, but the resources are limited, Governor Campbell established the South Carolina Military Assistance Council last fall. The Council consists of 13 state and federal agencies with the following basic objectives:

- Prevention of long-term unemployment;
- Less reliance on unemployment compensation;
- Enhancement of employment services to the disabled and younger service members and their families most likely to encounter employment difficulties; and,
- Continuation of the promotion and expansion of the state's economy.

In South Carolina, we are not only interested in the veterans who may be coming to settle in our state, but also their families. That is why we have involved all of our agencies and institutions in this process. Many veterans or their family members may need special services. For example, some may be handicapped and need assistance from the Department of Vocational Rehabilitation; or they could need help from the Department of Social Services. Many will choose to further their education and training; and so we have involved the state's technical education system and the Commission on Higher Education. We are attempting to rapidly improve the quality of our public schools in South Carolina, and the State Department of Education is very interested in helping interested former military personnel to meet the requirements for teacher certification.

In setting up the council, Mr. Chairman, Governor Campbell named the South Carolina Employment Security Commission as the "lead" agency. Obviously, we are very proud to assume that role and we take our responsibility seriously.

The employment security system has a long history of service to veterans and meeting national needs in times of crisis. In fact, one of the first major missions of the public employment service was manpower recruitment and coordination, as the nation mobilized for World War Two. Then, after the war, the employment service inherited the task of helping that generation of American veterans to make a smooth transition.

Today, in South Carolina, we are organized and committed to helping our veterans. In each local office, we have LVERs and DVOPs dedicated to that task. Our agency's contact with practically every employer in the state provides the connection that no one else has. We fill about 130,000 jobs a year or more in South Carolina; and if a certain percentage of those jobs aren't filled with veterans, we have failed to meet federal standards. (Of course, we don't often come up short.) Within the next two months, we will be sponsoring three major job fairs for veterans only, and we expect thousands of veterans to show up and have the opportunity to interview with our major employers.

Some other excellent services, which are available in every state, include, as you know, aptitude-testing, counseling, timely and accurate career information, and computerized job listings. The computer system, I understand, will be more fully addressed by one of my colleagues.

The point is, Mr. Chairman, the employment security system is in place, is dedicated to the veteran, and is capable of delivering cost effective services. As we move forward with the Transition Assistance Program, however, I would urge you and your colleagues to give attention to how we can get the full benefit of this system and get the job done at least cost.

There are several suggestions that I would like to make. First of all, in spite of good intentions and the good start that has been made, the program operates too much on a piecemeal basis. There needs to be better coordination, particularly in the area of funding. Although the enabling legislation authorized the Department of Labor to spend $4 million for TAP in fiscal 1991, actual funds appropriated amounted to $2.3 million. In the meantime, the military departments have begun to develop their own programs. The issue of funding needs to be dealt with. Duplication should not be tolerated. The Departments of Labor, Defense, and Veterans Affairs signed a Memorandum of Agreement on January 1, 1991, which specified that duplication should not take place. As you know the state employment security agencies operate a computerized job bank system throughout the nation for the purpose of matching people with available jobs. There is absolutely no need to set up yet another job bank system. To do so would be both unnecessary and a waste of scarce resources. It would be far wiser to enhance and utilize the existing Interstate Job Bank rather than create a new automated system in the Defense Department. Another example of duplication is the Job Assistance Center (JAC) contract under the ACAP (Army Career and Alumni Program.)

Labor, Defense, Veterans Affairs, and the states all play a vital role in TAP. However, lines of responsibility ought to be delineated, and coordination ought to be mandated. Frankly, the employment security partner was brought into the planning a little late. It is not too late, however, to make some adjustments and take advantage of the nation's biggest and best employment and training resource.

It is now time for all us to step back and review what services are needed--where and when--and to determine which entity is in the best position to delivery quality, cost-efficient levels of service.

To better serve these men and women, we also need as much information as possible, as soon as possible. We need numbers, timeframes, and locations of points of discharge. It would also be helpful if we knew where individuals and their families are most likely to want to live. South Carolina's agreement with the Army calls for separation information 180 days before discharge.

On behalf of the employment security system of this nation, I can assure you that we will do our part. As I stated earlier, LVERs and DVOPs are on-the-job, anxious to help their fellow veterans in any way that they can. At the same time, I would remind you that their normal workload already is heavy even without the impact of a major downsizing of our armed forces. ICESA's recent funding survey of the states indicates that an additional $14 million for LVER and an additional $13 million for DVOP is needed in fiscal year 1993 to serve increasing numbers of veterans. Although this sounds like a call for more dollars in a time of fiscal constraints, it is more cost effective to shore up an existing infrastructure than to create entirely new and overlapping, duplicative systems.

In conclusion, Mr. Chairman, I would simply urge you to take advantage of what we already have in place, provide adequate funding, and insist on coordination of effort. Thank you for this opportunity to share our thoughts and experiences with you. And thank you, most sincerely, for your concern and care for America's veterans.

STATEMENT OF CHARLES MIDDLEBROOKS
ASSISTANT SECRETARY FOR EMPLOYMENT AND TRAINING
MARYLAND DEPARTMENT OF ECONOMIC AND
EMPLOYMENT DEVELOPMENT
BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
U.S. HOUSE OF REPRESENTATIVES

March 19, 1992

Mr. Chairman and Members of the Subcommittee:

My name is Charles Middlebrooks. I am Assistant Secretary for Employment and Training for Maryland. I am also Vice Chair of the Committee on Veterans' Affairs for the Interstate Conference of Employment Security Agencies. I am the product of a military family, my father being a 33 year veteran of the United States Air Force. Therefore, transition assistance for for separating military personnel is a natural interest for me and it is an honor to appear before this committee to share my thoughts regarding our work in this regard.

I am tempted to use my time telling you about what we are doing in Maryland and the needs we are facing; instead I am going to try and provide a conceptual framework for understanding the national situation and the transition assistance issues we are facing together. This framework also suggests an approach for the cooperative solutions that have started, but, which need the further encouragement of this Subcommittee, the Congress,and the Administration. We have a great opportunity for joining together in response to defense downsizing. Morally, we have an obligation to our armed forces, and economically their transition is important to our continued competitiveness.

A. Conceptual Framework for Transition Assistance

Transition means movement from one stage to another. In simplest form, ACTIVE DUTY is one stage and CIVILIAN ECONOMY is the other. Within the "military infrastructure" of the ACTIVE DUTY stage, the key elements of any transition assistance strategy are: (1) The Department of Defense and the Branches of Service; (2) Individual Installations; (3) Support Service Capacity; and (4) Separating Personnel (see Attachment A).

The degree and methods of transition will vary somewhat from Service to Service; individual installations will have more or less separating personnel and the distribution of installations among states will vary; the support capacity for transition assistance will vary depending on installation size; and the composition of separating personnel will include both normal separation traffic as well as individuals being affected by draw down decisions that speed up the normal attrition process.

In the CIVILIAN ECONOMY and in particular the "Employment Security infrastructure," the key elements of transition assistance operations are: (1) The Department of Labor and States; (2) Local Employment Service Offices; (3) LVER and DVOP support staff; and (4) both the existing veterans population of the state as well as the transitioning installation population.

While transition assistance services also vary from state to state, there is commonality in the SESA system nationally; the involvement of local Employment Service offices, which are part of a national network of 1,700 full-service locations, will vary with proximity to military installations in the State; a corps of 3,000+ Local Veterans Employment Representatives (LVERs) and Disabled Veterans' Outreach Program representatives (DVOPs) provide an extensive network of local community connections; and the potential service population in an area will vary not only with the distribution of resident veterans, but also by the distribution of separating installation personnel.

As you can see, there is considerable inherent variety in addressing the need for transition assistance; therefore, effective communications and coordinated partnerships are essential.

B. Critical Transition Assistance Considerations

With this framework in mind, I will now focus on what I see as the most critical areas for the Subcommittee's consideration: (1) What transition assistance services are to be provided? (2) When-where and who provides transition assistance, in particular, the division of responsibilities? (3) Understanding the separating population to which services are directed and how that affects capacity requirements; and finally, (4) Current capacity and resource requirements.

First transition assistance services. Transition assistance is not a new idea. The separation process has always included some range of transition assistance services. For years, representatives from local employment service offices have participated in out-processing and separation briefings at military installations. So what's new?

The thing that's new is the focus on "employment related" transition assistance services. The fact that downsizing is deliberate, fairly sizable and will occur quickly means that there is a certain element of involuntariness involved for those personnel being affected. There is rightly a sense of urgency to do what can be done to see that a job occurs at the other end, in the CIVILIAN ECONOMY (see Attachment B).

So there is more focus on career information and guidance, resume writing and job search workshops, job development and employer connections, and finally job placement. When these employment services are added to what transition assistance has been in the past, we have a larger undertaking.

This naturally leads to the second area of concern, namely, the methods by which these services are to be provided and by whom. In the past, any transition assistance information about employment services was provided in advance of separation. Then when the separating veteran returned to the community, the real work of finding a job began. It was then that the veteran went to see the local LVER, DVOP or veteran service organization.

Today more thought is being given to starting the process of making connections in advance so that the period of unemployment following separation will be lessened. Otherwise transition assistance is simply information and preparation prior to being on your own. This is a critical consideration and is the reason why a partnership approach is essential.

Making an advance connection is the real breakthrough and it is here that state employment services and their network of local offices can play their most important partnership role in providing transition assistance. There really is no other way to make effective advance connections in hundreds of communities throughout this nation without this network. Certainly employment service offices can provide career information and guidance, job search workshops and resume preparation; this is part of our everyday mission. But our most important capacity is making connections with employers and other veteran service organizations in the local community. We understand that system best and can best make its connections, even in advance.

Let me digress for just a minute and give an example. In June of 1990, we began a modest initiative called the "Maryland Job Connection in Europe." Working with the University of Maryland, our goal was to make the connection, in advance, with military and civilian personnel who would be or might be interested in coming to Maryland upon their return. Through the University system, we were able to distribute some contact materials and an inexpensive Quick-App for return mail. When we received a Quick-App or in some cases a resume, they were assigned to one of our veterans staff for follow-up on a casework-like basis to help that person begin to make connections stateside. While the events of Desert Storm interrupted our initiative, we are still receiving contacts which to date number over 950. While I am not able to report any significant numbers at this time, there are anecdotical cases that have resulted in employment for both the service person and spouse in some cases. We have received numerous compliments from service personnel for making this effort to reach out to them in advance. If time permitted, I could give examples of several other ways we could improve the advance connection capacity of our joint efforts.

The third area of importance for our consideration is the separating population. In simplest form, the question is: "Are we talking about transition assistance for all separating personnel or just the increased separations?" The Department of Defense indicates that normal separations are somewhere around 300,000 a year and that this may increase to 330,000 for a few years as a result of downsizing decisions.

Regular retirements, first term separations and other normal separations are now being increased by early retirements, increased non-renewal of "re-up" terms and other voluntary or involuntary early outs. Since all these types of separation are somewhat difficult to distinguish, there is a tendency to approach transition assistance as being needed or required for all separations. This will definitely impact capacity and resource requirements, which is our fourth area of consideration.

What are the capacity and resource issues? Why can't the existing veterans program resources be utilized for transition assistance if we are only talking about a 10% increase in separating personnel? The answer is yes and no!

Currently states have a network of some 3,000+ federally funded veterans representatives (LVERs and DVOPs). Staffing is allocated to states based on resident veteran population and the number of local office locations. The allocation does not reflect the distribution of military installations, their size or how they may be affected by downsizing. Our Veterans staff annually service over 2.4 million veterans from their local areas and among other results, there are more than 500,000 reportable employments.

When we in Maryland send SESA veterans staff to Aberdeen Proving Grounds, Andrew's Air Force Base, Ft. George Meade Army Base, Patuxent Navel Air Station, Bethesda Naval Hospital or any other installation to assist with transition services, they work with all separating persons, not just those who may decide to stay in Maryland. Therefore, unless there is excess local veterans service capacity (most states are currently staffed under the legislated authorization level), any significant staff involvement with transition assistance will detract from or reduce resident veterans services in Maryland (see Attachment C).

At the same time, installation transition assistance support capacity is being stretched because of expansion in the content of required transition assistance services (employment related) and by the increased number of separations. Thus, the squeeze. The worst scenario occurs when the returning service person goes through part of this all over again when they return to the community because there was not a good connection.

C. The Solution from A State Perspective

Time does not permit further analysis, so where do we look for a solution? The solution lies in a partnership and in some modest increase in resources, at least for the next three years.

The partnership requires a national and a local level component. At the national level, communications and systems networks are critical for support of the partnership at the installation and state level. The Department of Defense, the Department of Labor, the Interstate Conference of Employment Security Agencies, and the Veterans Service organizations must become a more effective team in providing a basic infrastructure for world wide operations. The focus of the partnership at the national level should be on: (1) the development and dissemination of common information that is useful on a systems wide basis; (2) developing electronic networks to support connections; and (3) mobilizing the involvement of large corporations with nationally diversified employment opportunities.

At the installation level, there should be a clear agreement with the State about the division of responsibility and a working relationship. Something like the Army's ACAP model could be a starting point. Regardless of how the "job assistance center" type activities are shared by installation staff and SESA veterans staff, SESA staff resources should clearly focus on facilitating the follow through on advance connections with the community(s) of choice for the separating service person. Outcome tracking is desirable.

The resource question requires additional analysis, but based on our experience in Maryland, a 5% to 10% increase in resources (currently at 58 FTE) would enable us to focus on employer-employment connections in the community of choice for all the separating service personnel at Maryland's major installations, in cooperation with those bases. At the higher level, we could assume greater involvement in transition assistance workshops which would further facilitate the connection process. This increase is modest in size when considering the seven (7) additional Job Assistance Centers (JAC) contract personnel required for the ACAP programs at Aberdeen and Ft. Meade only.

Mr. Chairman, we appreciate your concern and action in this regard. Your interest last Spring has already helped us move forward in getting together. Veterans Employment Services have been a fundamental part of the Employment Security mission since the early 1900's and I know I speak for all States when I say, "You can count on us to get the job done for our Veterans."

On behalf of Governor William Donald Schaefer, it has been my pleasure to represent the State of Maryland before your committee. I would be happy to answer any questions.

Attachment A

ACTIVE DUTY

Military Infrastructure

- Branches of Services
- Installations
- Support Services

Separating Personnel

↓

CIVILIAN ECONOMY

Veteran Population

↓

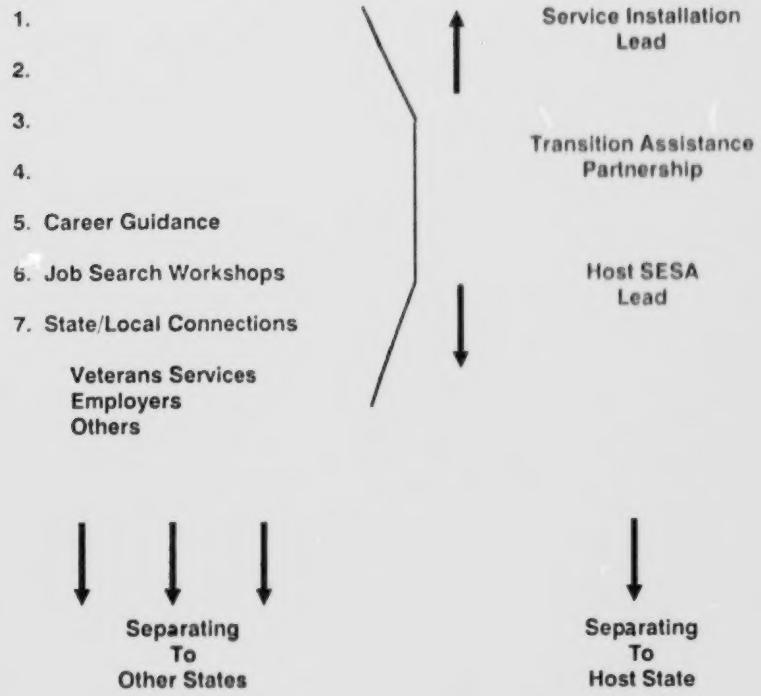
Employment Security Infrastructure

- States
- Local Offices
- LVER's & DVOP's

Attachment B

Transition Assistance Services

Installation Example



1.
2.
3.
4.
5. Career Guidance
6. Job Search Workshops
7. State/Local Connections

Veterans Services
Employers
Others

Service Installation Lead

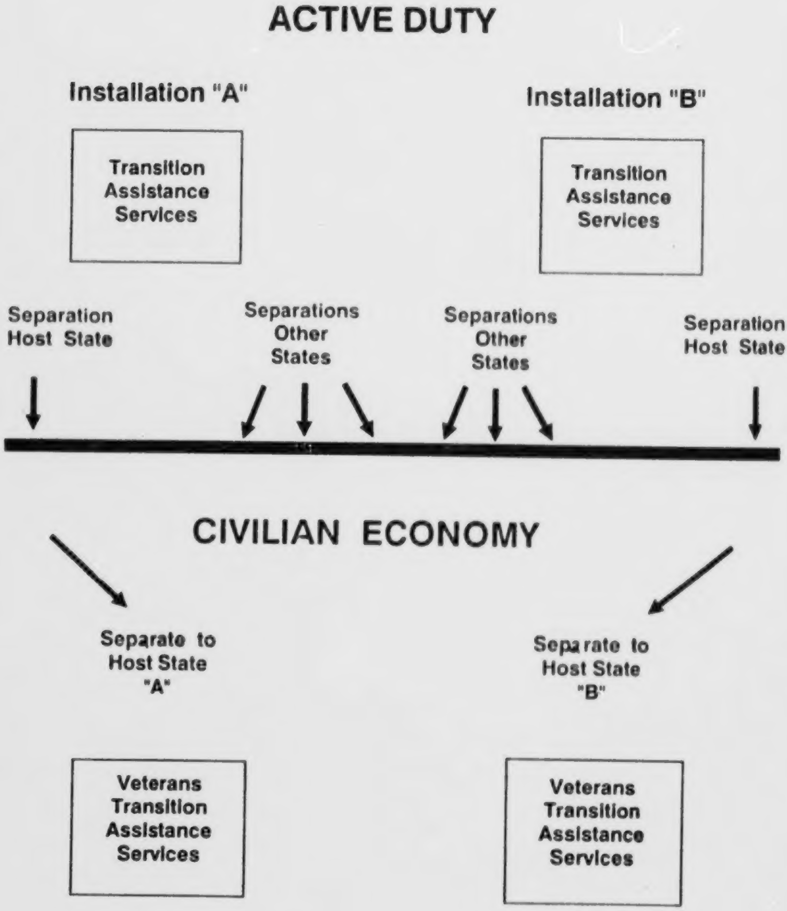
Transition Assistance Partnership

Host SESA Lead

Separating To Other States

Separating To Host State

Attachment C


ACTIVE DUTY
Installation "A"
Installation "B"
Transition Assistance Services
Transition Assistance Services
Separation Host State
Separations Other States
Separations Other States
Separation Host State
CIVILIAN ECONOMY
Separate to Host State "A"
Separate to Host State "B"
Veterans Transition Assistance Services
Veterans Transition Assistance Services

STATEMENT OF
RONALD W. DRACH
NATIONAL EMPLOYMENT DIRECTOR
DISABLED AMERICAN VETERANS
BEFORE THE
SUBCOMMITTEE ON EDUCATION, EMPLOYMENT & TRAINING
OF THE
COMMITTEE ON VETERANS AFFAIRS
U.S. HOUSE OF REPRESENTATIVES
MARCH 19, 1992

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

On behalf of the 1.3 million members of the Disabled American Veterans and its Ladies' Auxiliary, I am pleased to appear before you today to provide testimony regarding transition assistance programs for separating military personnel. These hearings focus on Sections 1142, 1143 and 1144 of Title 10, United States Code and Section 3018A (formerly 1418A) of Title 38, United States Code. Our testimony will focus on Section 1144.

The difficulty of transition from military to civilian careers is well documented. For World War II veterans this difficulty was ameliorated by a grateful nation providing the most generous GI educational benefits program known. This benefit, coupled with strong adherence to veterans' preference in federal hiring and priority services in Department of Labor (DOL) programs, helped to ensure that World War II veterans benefitted from a supportive society.

No group of veterans since has enjoyed that kind of support. For example, the first major employment legislation enacted on behalf of Vietnam era veterans was Public Law 92-540, signed into law in 1972 -- eight years after the passage of the Gulf of Tonkin Resolution and long after Vietnam era veteran unemployment problems had reached embarrassing proportions. Importantly, veterans in Colorado filed a lawsuit against the State Department of Labor and the U.S. Department of Labor in 1974 because major provisions of that law had not been implemented. More than half the veterans applying for services at the Colorado employment service offices were having their applications inactivated without a service.

In 1973, the Comprehensive Employment and Training Act (CETA) was enacted which reduced the priority of services veterans had enjoyed under its predecessor, Manpower Development Training Act (MDTA) programs. The program replacing CETA, the Joint Training Partnership Act (JTPA), ignores veterans as a target group except for Title IVC which is funded so low many states refuse these funds because the administrative costs and burden exceed the benefit.

The Secretary of Labor is required to establish administrative controls "to insure that each eligible veteran ... who requests assistance under this chapter shall promptly be placed in a satisfactory job or job training opportunity or receive some other specific form of assistance ... such as individual job development or employment counseling services." An additional obligation is to ensure that " ... employment service agencies in each State have committed necessary staff to insure that the provisions of this chapter are carried out; and to arrange for necessary corrective action where ... inadequate."

The Secretary is mandated by law to " ... establish definitive performance standards for determining compliance by the State public employment service agencies...." (38 USC 4107)

In fact, the Secretary of Labor has not implemented definitive performance standards, has rarely found a state out of compliance with Chapter 41, and has consistently requested diminishing budgets that make a mockery of the formulas in law establishing staffing levels for veterans services.

Veterans are consistently inactivated from employment service files without ever having received a service. In fact, the Department of Labor no longer reports the number of veterans inactivated without a service -- although this information is readily available -- because it clearly establishes the agency's failure to request adequate budgets, enforce compliance and adhere to the law.

Over the next five years, the Department of Defense (DOD) will be releasing approximately one million people from the active military, military reserves and civilian personnel. During the same time frame, General Motors (GM) is planning to close down 21 plants. The closures will result in at least one plant being consolidated in Toluca, Mexico and other plants being consolidated with plants in the United States. There is a projected shift in employment for 74,000 workers.

Transitional assistance for these employees is available from a $1.6 billion pot established by the United Auto Workers (UAW) and GM to help retrain and place affected workers in other jobs. In addition, GM indicates that "'The vast majority of job losses will be handled through regular and accelerated attrition....' GM Chairman Robert Stempel remarked in December that many of the workers affected by plant closures will be offered jobs at other sites."

To meet the GM crisis, "The U.S. Department of Labor has created a task force to determine how best to respond to GM workers' needs. The team, established one day after the plant closures were announced, will be headed by John Schall, Secretary of Labor Lynn Martin's Chief of Staff " ... and will assist the states in filing for Title III discretionary funds. (Employment and Training Reporter; Volume 23, Number 25, Pages 502 and 503)

We encourage the Department of Labor in these efforts. However, when comparing the Department of Labor's response to GM's announcement to DOD's planned personnel reductions, we believe the agency's priorities are skewed, especially since GM workers may not need these services. As indicated, the administration continues to request budgets that will result in fewer veterans' employment service staff and reduced veteran services, has failed to establish the Advisory Committee on Veterans' Employment and Training, has not encouraged the use of discretionary funds for veteran services and has not targeted veterans for priority services in JTPA.

Mr. Chairman, as much as we believe the TAP/DTAP programs are very helpful, there are at least two components missing -- retraining and placement. Given the Department of Labor's response to the GM situation, we believe a similar response and reaction should be used along with the TAP. We believe the efforts to help the deserving few highlights the failure to assist the equally deserving many.

Every major military demobilization in this century has occurred during hard economic times when large numbers of active duty personnel have been released into a labor market saturated with out-of-work civilians. These economic conditions have exacerbated the already difficult transition for men and women who served when it was not convenient to serve, many of whom were drafted. Some measures of the difficulty of being absorbed into the civilian economy follow:

(1) Historically, veterans' unemployment rates will exceed their nonveteran counterparts for up to 10 years following discharge.

(2) Military training has limited transferability to civilian occupations.

- Readjustment Profile for Recently Separated Vietnam Veterans; Veterans Administration; June 1973.

  Only 15 percent of the veterans surveyed found their military training "helpful" in obtaining civilian jobs.

- Weinstein, Paul A., Labor Market Activity of Veterans: Some Aspects of Military Spillover; University of Maryland; June 1969.

  "The survey indicated that 15.9 percent of Army veterans used their military training [to obtain civilian employment] while 28 percent of the Navy veterans did."

- Military Occupational and Training Data (MOTD); Department of Defense, Defense Manpower Data Center; 1988.

  Twenty-five percent of the officers and 30 percent of the enlisted occupations cannot be assigned corresponding civilian Dictionary of Occupational Title (DOT) codes. The DOT code system assigns a reference number to virtually all civilian jobs. The MOTD indicated "First, there was the obvious situation of infantrymen, tank crew members and other purely combat specialties for which no civilian counterpart would be expected." Obviously, military personnel are concentrated in combat specialties which have no civilian counterpart. For example, for the Army, this proportion can be as high as 44 percent.

(3) Transitioning military personnel will suffer a significant drop in earnings below their civilian counterparts.

- Daymont, Thomas N. and Andrisani, Paul J., The Economic Returns to Military Service; November 1986.

  This study also points to longer periods of unemployment for veterans than their civilian counterparts. This study indicates that 44 percent of the Army veterans were assigned to combat arms which compares to 31 percent for all veterans. Compounding the lower wage problem, "Young Army veterans earned between $1,700 and $3,500 less than veterans from other armed services at the same point in the life cycle." And Marine veterans, on average, earned even less than Army veterans.

(4) Younger, disabled, combat and minority veterans' unemployment rates will exceed the already disproportionately high unemployment rates of recently discharged veterans.

- Klein, Robert E. Ph.D.; Unemployment Among Male Post-Vietnam Era Veterans Under Age 35; Veterans Administration; November 1987.
- BLS Reports on Labor Market Situation Among Disabled Veterans of the Vietnam Era; U.S. Department of Labor, Bureau of Labor Statistics; USDL 88-489; September 30, 1988.

(5) Veterans do not statistically reach occupational parity with their nonveteran counterparts until about age 45 (on the average over 20 years after their discharge from the military) and will trail them in lifetime earnings for most of their lives.

- Veterans' Unemployment and Employment; Office of Information Management and Statistics, Veterans Administration; June 1986.
- Angrist, Joshua D., Lifetime Earnings and the Vietnam Era Draft Lottery: Evidence from Social Security Administration Records; Department of Economics, Harvard University
- Angrist, Joshua D.; Why Do World War II Veterans Earn More than Nonveterans; Bureau of Economic Research; May 1989.

  This study contradicted its title and found, " ... veterans of World War II actually earn 6 to 12 percent less than comparable nonveterans."

(6) Historically, veterans have disproportionately entered blue collar or skilled labor jobs which required little prior education or training and provided a transferable job skill at middle income rates of pay. These jobs are disappearing to be replaced by lower paying service industry jobs or jobs that require higher education or experience directly related to the equipment or company involved. Even military technical skills training, except in rare instances,

is on equipment unique to the military. Companies cannot take these personnel directly into their labor force without extensive retraining and they begin employment in entry level positions.

Unfortunately, the Department of Defense and Department of Labor are ignoring these problems as evidenced by cuts in budgets, lack of veterans' priority in training programs and holding out to military personnel and the public that military skills are directly transferable to civilian occupations. The Department of Labor, through the Bureau of Labor Statistics, could assist in defining the unemployment problems for recently discharged veterans. However, no published data contains this information.

A very important step in addressing the job search and veterans' benefits information part of the transition problem is covered through the Transition Assistance and Disabled Transition Assistance Programs (TAP/DTAP). When properly implemented, this gives individuals tools they will use in their job hunt. It also prepares them mentally for the difficulty of the task at hand, especially important during this recessionary period.

We believe this program is important as exemplified by preliminary reports from our National Service Offices across the country. These reports reveal that 17 of our offices are participating in TAP/DTAP programs at 77 military installations. Our National Service Officers (NSO) have had contact with over 6,500 separating military personnel over the past 8 months. The services we provide vary among installations depending on local agreements between our offices, military installations, local employment service staff and the VA Regional Offices. The DAV services may include any mix of the following:

(1) Military service medical record review with completion of a claim for VA compensation and pension. Military service members generally do not understand the breadth of coverage provided by VA compensation. Where we provide this service, the percentage of claims filed are commonly nine times greater than the percentage who indicate they are considering filing a claim at the start of a class.

We review the medical record of the individual and complete claims for diseases or injuries which are documented in the records, advise them to obtain medical documentation for undocumented complaints and emphasize the importance of obtaining a certified copy of their service medical records prior to discharge.

(2) Veterans' benefits presentation. Where the VA has been unable to meet this need, our staff willingly provides it where possible.

(3) A VA compensation briefing. As a veterans' advocate, veterans' service organizations are in a unique position to focus on technicalities regarding service-connection for service incurred injuries or diseases. VA veterans' benefits counselors, who commonly provide veterans' benefits information for the VA, are generally well informed about the process and the forms but are rarely trained in the compensation adjudication process. Some veterans' service organizations develop this as a particular area of expertise and are extremely well suited to offering this complementary information to the veterans' benefits counselors' presentation.

Additionally, the DAV developed a set of six workbooks which offer the following information:

- Hiring and Firing -- Information about civil rights and administrative processes available to protect individual civil rights.
- Job Application -- How to complete and the importance of completing a job application thoroughly and neatly.
- Interviewing Skills and Personal Appearance -- How to conduct yourself during and dress right for an employment interview.
- Employer Research -- The importance of and how to research the job before the interview, including approaches to the employer and library resources.
- Job Search Techniques and Stress Management -- How to structure the job hunting effort, ranking the activities which may have the greatest results. Also, how the changing of jobs creates stress and tips on what to do about it.
- Resume and Cover Letter -- How to write and use a resume and cover letter.

These books were mailed to:

- o Every military installation worldwide with the capability of separating military personnel.
- o Every DAV National Service Office.
- o Each State Director, Veterans' Employment and Training Service.
- o Each VA Vocational Rehabilitation Office.
- o Each VA Vet Center.
- o Department of Defense civilian personnel for distribution to their personnel offices -- 700 copies
- o National Veterans' Training Institute in Denver, Colorado to be used in their DVOP and LVER training 420 copies.
- o TAP sites based on their request for additional copies -- over 4,000 copies. We have been unable to meet the requests for thousands of more copies because of the limited supply which was virtually exhausted in the first six weeks.
- o Hundreds of other offices which provide services to veterans such as employment service, county veteran service officers and individual DVOPs and LVERs.

We have authorized unlimited reproduction of this material by other agencies or individuals.

We estabiished a new DAV office staffed by a National Service Officer and support staff at the largest military installation in the United States, Norfolk Naval Base. We are in contact with San Diego Naval Base to open a new office there.

While we support the TAP/DTAP program, we would be remiss in not offering comments that may improve an already valuable product.

Our concerns are:

(1) Public Law 101-510, the National Defense Authorization Act for Fiscal Year 1991, Section 1144(d)(4) authorizes the use of veteran and military service

organizations in the TAP/DTAP presentations. To date no direction has been provided to employment service offices and military installations as a national policy. Veteran and military service organizations frequently find it difficult to participate in these programs because a policy has not been established.

(2) The DTAP is clearly not important to the Department of Labor, the lead agency. The Department of Labor has shown so little national initiative in this area that the VA Vocational Rehabilitation Service has tried to fill the breach. The following problems exist:

(a) When the concept was initially being promoted by the Department of Labor, this was to be a three-day program with extensive one-on-one services. The only DTAP site we are aware of where the original concept is being implemented is at Balboa Naval Hospital. We urge the adoption of the Balboa Naval Hospital model nationwide.

The most severe unemployment problems are still among disabled veterans. It is a travesty that this program has received so little attention by the Department of Labor and the Department of Defense has allowed it to happen.

(b) The DTAP may consist of no more than a short briefing by a DVOP and VA Vocational Rehabilitation Specialist regarding the employment and rehabilitation services followed by a brief question and answer period.

(c) There is no uniformity. From site to site the program may or may not be coupled with a TAP presentation.

(3) Because there has been no clear problem statement setting out the purpose of the TAP program, installations and presenters are left to determine the problems for themselves. Unfortunately, some presentations reinforce the mythical belief, often held out by the Department of Defense, that employers are beating down the doors to get to these highly

trained, experienced military personnel. The record reads otherwise.

Unfortunately, some presentations totally miss the point:

(a) It will not be easy to transition.

(b) The separating military person is in competition not only with their "buddy" who is getting out at the same time, but also with veterans already out there looking for work along with those who never served.

(c) Ultimately, even the most patriotic employer must know where his profit margin is and must hire accordingly if he is to be a good employer for anyone. The veteran must have the tools to compete in this environment.

(d) Most of the training and experience provided by the military prepares veterans for entry level employment, hopefully in a well paying occupation.

(4) At the same time the Department of Labor continues to propose cuts in LVER and DVOP staff, more DVOP and LVER staff are being removed from local employment service offices to support TAP initiatives. Thus, the employment service programs promoted at the TAP seminar may not be there when the new veteran arrives.

The employment service, over the past 12 years, has suffered approximately a 50 percent reduction in total staff. It has been several years since the DOL has had sufficient funding for LVER/DVOP. This has caused a severe drop in virtually every program service area (counseling, testing, job development, referrals to jobs, etc.)

(5) The implementing legislation provides for separating military personnel to receive the TAP/DTAP classes up to six months before their separation. Unfortunately, many separating military personnel assume they will separate to a civilian job commensurate with their military training, pay and responsibilities. Consequently, at separation they are unprepared financially and have limited job search skills. The closer to their separation date they receive this

information, the less likely they are to be able to take full advantage of it by saving money and beginning the preliminary job search. The last month of service is hectic and is too late to prepare financially.

Our records show that 66 percent of the separating military personnel we saw were separating within three months and 35 percent were separating within the month.

(6) We continue to receive complaints that the people who have the least transferable occupational skills, combat arms, may be the least likely to be released to attend TAP/DTAP seminars.

(7) Another complaint is that as few as 25 percent of the personnel being released from service are participating in the TAP seminars.

Data we have recently received from the Veterans' Employment and Training Service supports this complaint. For the first quarter of the fiscal year ending 1992, 17,631 military personnel participated in a TAP program. The normal separation rate is approximately 330,000 personnel per year. At the quarterly rate of 17,631 personnel, 71,000 military personnel will participate in TAP briefings for a 21 percent annual participation rate.

Other federal initiatives which may have negative impact on military personnel transition to civilian occupations is an August 10, 1990 Equal Employment Opportunity Commission (EEOC) policy guidance (N-915-056) which finds any special consideration for veterans in hiring, not directed by law, is discriminatory against women.

The employers most impacted will be private employers not covered by federal law such as federal contractors. However, we believe this policy will create confusion for federal contractors who may be more concerned about an EEOC complaint than the poorly implemented Vietnam era and disabled veteran federal contractor affirmative action laws.

We believe the EEOC policy is inappropriate for the following reasons:

(1) The policy is based on 27,227,000 veterans total population, not the 17.1 million veterans in the work force.

(2) **The veteran work force population includes:**

- (a) **Over one million female veterans**
- (b) **1,034,000 disabled veterans**
- (c) **1,482,000 black veterans**
- (d) 584,000 Hispanic veterans
- (e) 1,189,000 veterans over age 65
- (f) 12,333,000 veterans (72 percent) who served during a wartime when a draft was in place.

(3) Veterans make up 14 percent of the labor force compared to women, who make up 45 percent. The women's proportion of the labor force is 3.3 times greater than all veterans, including women veterans who participate in the labor force.

(4) The EEOC policy denies women, as well as men, who served in the military any special consideration in employment as veterans unless it is mandated by law.

(5) The policy ignores the employment problems, previously stated, of transitioning military personnel.

The EEOC justifies its policy, in part, by arguing that national policies limited women's participation in the military. In fact, as late as 1967, a 2 percent cap on women's participation in the armed forces was removed. At that time, women made up 1 percent of the armed forces. It was not until 1973, six years later, when ground troops were being removed from Vietnam, that women reached a 2 percent participation rate in the armed forces.

In fact, efforts to recruit women were unsuccessful during the Korean War because of a " ... general lack of interest and the war's unpopularity." (Women and the Military; Brookings Institute; 1977)

Efforts by the Carter administration in 1978 to include women in any future draft was supported and opposed by women's groups. The Congress refused to fund such a proposal.

During the Vietnam War when men sought relief in court citing the discriminatory aspects of the law, the court held " ... the fact that individual rights are infringed in a draft has already been found to be constitutional." The court continued, "Induction can be justified as necessary to the compelling interest in defending the nation." (Goldberg v. Rostker, Civ. A. No. 71-1480) (E.D. PA July 18, 1980.)

Thus, a class of people created by a discriminatory policy against males by the government are denied employment assistance by another government policy because the first policy created a predominantly male population -- veterans. The EEOC policy has the effect of blaming the men and women who served because men were subject to the draft.

In contrast to the EEOC policy, consider the Supreme Court ruling in the case Personnel Administration of Massachusetts et al. v. Feeney (No. 78-233) which upheld veterans' preference as practiced by the Massachusetts state personnel system. "Veteran status is not uniquely male. The nonveteran class is not substantially female. To the contrary, significant numbers of nonveterans are men, and all nonveterans -- male as well as female -- are placed at a disadvantage."

The court concluded that the veterans' preference law in Massachusetts made a distinction " between veterans and nonveterans, not between men and women." And "that benefit (veterans' preference) has been extended to women under a very broad statutory definition of the term veteran."

The attached letter was sent to the EEOC which refused to rescind its policy.

Mr. Chairman, that concludes my statement. I will be happy to respond to any questions.

DAV

Motto: "If I cannot speak good of my comrade, I will not speak ill of him."

DISABLED AMERICAN VETERANS

NATIONAL SERVICE and LEGISLATIVE HEADQUARTERS
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(202) 554-3501

March 26, 1991

Mr. Evan J. Kemp, Jr.
Chairman
Equal Employment Opportunity
Commission
1801 L Street, NW
Washington, DC 20507

Dear Chairman Kemp:

This letter requests a review and a rescission of Equal Employment Opportunity Commission (EEOC) policy guidance N-915-056, dated August 10, 1990.

The foundation for this policy is based on incomplete data and incorrect assumptions about the desirability of military service and its subsequent impact. Also, it does not adequately consider judicial civil rights decisions regarding veterans' preference and the all-male draft.

This policy states, "... it is the Commission's view that [veterans'] ... preferences have an adverse impact on women for Title VII purposes." The policy continues, "Accordingly, in charges raising the issue, the Commission will presume the existence of adverse impact." Thus, in effect, employers are deemed guilty of discriminatory practices and must defend themselves relative to your de jure finding.

This policy will inhibit many employers who would establish a voluntary hiring preference or special consideration for those men and women who served in the military, including service in the Persian Gulf. In fact, employers may be so intimidated by your policy that the impact will actually be discrimination against veterans because many employers will want to avoid any appearance that would support an automatic finding of discrimination.

The EEOC policy needs to consider more complete employment data. Footnote 4 of your guidance indicates there are 27,227,000 veterans, including 4.4 percent who are women. This data is used to support a de facto finding that any special consideration for veterans is automatically discriminatory toward women. Even though there were more than 27 million living veterans as of September, 1989, there were only 17.1 million male veterans in a national labor force of 125.5 million men and women. Thus, male veterans constitute less than 14 percent of the labor force. Bureau of Labor Statistics (BLS) Employment Situation of Vietnam Veterans (USDL-347) July 10, 1990, and BLS, The Employment Situation, September 1989 (USDL-89-480) October 6, 1989.

Of the male veterans in the labor force, 1,034,000 (6 percent) were disabled, 1,189,000 (7 percent) were over age sixty-five, 1,482,000 (9 percent) were black, 584,000 (3 percent) were Hispanic and 12,333,000 (72 percent) served during wartime and were subject to the draft.

BLS unpublished data, December, 1989 Veterans Tables, Matrix: b100, Page 41, reveals there were over 1 million female veterans in the civilian non-institutional population of whom 595,000 were in the labor force. Their unemployment rate was reported to be 5.4 percent. Additionally, 509,000 (almost 47 percent) are over 50 years of age. Their unemployment rate by age group is:

16-19 years	10.4%
20-24 years	14.3%
25-29 years	7.9%
30-34 years	5.7%
35-39 years	6.5%
40-44 years	1.7%
45-54 years	3.1%

Clearly, female veterans were suffering an unemployment rate nearly twice the national unemployment rate through age 24 and disproportionately high rates through age 29. These problems exist even though veterans' preference was available to them.

At that same time, women made up 45 percent of the labor force. Thus, they appeared in the labor force at a rate 3.3 times the frequency of male veterans.

The EEOC policy twists the impact of federal law, regulations and policies which created the predominately male veteran population, ignoring its impact on males. Your policy notes:

> ... as a result of long-standing federal statutes, regulations, and policies that have excluded women or sharply limited women's eligibility to serve in the armed forces and

> also, of the fact that women have never been subjected to a military draft, only a very small percentage of veterans are women. Consequently, veterans preference statutes operate overwhelmingly to the advantage of men.

This language suggests that but for federal law, regulations and policies limiting women's participation in the military, the foundation for your policy might not exist because greater numbers of women would have served, increasing their proportion of the veteran population and reducing the discriminatory impact of veterans' preference. Thus, the EEOC's condemnation of prior federal law, regulations and policy has led to an EEOC policy which denies men and women who served voluntary transition employment assistance back into the civilian labor force.

Such an argument trivializes and denies the economic and personal hardships of military service--especially during wartime--denies the discriminatory impact of an all male draft, ignores Supreme Court rulings upholding an all male draft and distorts the level of interest of women in voluntarily joining the military.

The military draft was established during the Civil War, and continued during other periods of conflict until 1973. The draft was necessary because the government could not depend on enough men voluntarily enlisting into the armed services, even during periods when the nation was at greatest risk. For example, during the Civil War the Union could not obtain enough volunteers to successfully continue the war.

Efforts to make the draft politically more acceptable during the Vietnam era resulted in programs like "Project 100,000" which modified draft standards to conscript young males who were otherwise not draft eligible because of low IQ levels and educational attainment. The impact was felt predominantly by minorities who had the least political influence.

A study by the Human Resources Research Organization, Effects of Military Experience on the Post-Service Lives of Low-Aptitude Recruits: Project 100,000 and the ASVAB Misnorming, December, 1989, indicated the following:

- 56 percent served in Vietnam (page 162) (compared to 34.8 percent for all veterans, Department of Veterans Affairs, "1987, Survey of Veterans")

- "... a higher proportion of Project 100,000 veterans were unemployed as compared to nonveterans with similar characteristics." (Page 163)
- "Three income measures were examined (hourly pay, total household income, and yearly earnings), and in each case the nonveterans were found to be making significantly more than their veteran counterparts." (Page 163) (Emphasis added.)
- "Significant differences were found in regard to education and training, with those who never served in the military somewhat better educated and more likely to have participated in a training program of some kind." (Page 163)

The impact of the draft was also reported by a National Journal article, "Defense Report: Draftees Shoulder Burden of Fighting and Dying in Vietnam," published Aug. 15, 1970. That article states, "Army draftees were killed in Vietnam last year at nearly double the rate of non-draftee enlisted men." The article continues:

> ... a draftee's chances of going to Vietnam have fluctuated between 50 and 80 percent. (Currently, draft calls are running at a rate of 10,000 men a month, and draftee replacements are being flown to Vietnam at a rate of 8,000 men a month.) (Emphasis added.)

Service in the military during the Vietnam Conflict led to 57,000 dead, 153,329 non-fatal combat wounds and over 2,000 still missing in Southeast Asia.

As of October, 1988, there were 1,081,000 deaths in the military service during wartime, not including the Persian Gulf.

The EEOC policy does not consider the difficulty of transitioning from the military to the civilian labor market. For those who served, their unemployment rates commonly exceed their nonveteran counterparts for over ten years. In 1970, 1,043,000 Vietnam veterans were released from active duty at an average age of 23 years. When they reached the 30-35 age group, their unemployment rate dropped to comparable unemployment rates of similarly aged nonveterans.

Bureau of Labor Statistics employment data ("The Employment Situation: February 1991"), showed that the unemployment rate for Vietnam era veterans in the age group 35-39 exceeded their nonveteran counterparts by 4.7 percent (10.7 percent vs. 6.0 percent). This is happening more than 15 years after the Vietnam conflict. During each recession following the Vietnam Conflict, the lower labor market penetration of the newer Vietnam veterans has been reflected in a disproportionately higher unemployment rate than nonveterans of the same age.

A Bureau of Labor Statistics article, "Employment Status of Vietnam-era Veterans," published April, 1990, in its Monthly Labor Review, reported on a 1987 survey. That article indicated that 14 years after ground troops were removed from Vietnam in 1973, "... those who actually served in the Southeast Asian theater, and especially those with service-connected disabilities, continue to experience greater employment-related difficulties than their peers." The data also shows disproportionately high unemployment rates for female veterans (as previously cited).

For disabled veterans with service-connected disabilities rated by the Department of Veterans Affairs, fewer than three-fourths rated between 30-50 percent were in the labor force. "... among the most severely disabled (ratings of 60 percent or greater), only one-third were in the labor force." (Page 24)

The male unemployment rate was:

- 4.3% for nonveterans
- 4.8% for Vietnam era veterans
- 8.9% for black Vietnam era veterans
- 9.3% for Hispanic Vietnam era veterans
- 6.2% for Vietnam era disabled veterans
- 5.2% for veterans who served in Vietnam
- 5.3% for disabled veterans of all wars

Another example of the burden of military wartime service is that each war has led to a dramatic increase in the need for mental health treatment for veterans. For the Vietnam era veteran, these problems were expected to continue long after their separation from service.

A study conducted for the Department of Veterans Affairs by the Center for Policy Research, New York, New York, entitled Adjustment of Veterans and their Peers indicated,

> ... something less than a fifth of the men in our subsample (Vietnam veterans) appear successful in forestalling the process (of emotional adjustment) through emotional

> avoidance. About a third have made considerable headway. The remainder; about half the Vietnam veterans we studied individually, show signs of unresolved turmoil, pain and conflict associated with the war.

For Fiscal Year 1988 (Department of Veterans Affairs, "Annual Report, 1988," Table 25), 1,071,147 patients of all periods of service were treated for a total of 20,299,689 days. Of these patients, 248,160, or nearly one quarter (23 percent) received treatment for mental disorders for an average of 36 days.

It is often assumed that the limitations placed on women's participation in the military denied them access to training and experience in the military which subsequently led to their disadvantage in competing for jobs in the civilian labor market, particularly when competing with veterans. In fact, studies show military occupation transferability has been low. (See also Effects of Military Experience on the Post-Service Lives of Low Aptitude Recruits: Project 100,000 and the ASVAB Misnorming, December, 1989.)

A June 1969 study, Labor Market Activity of Veterans: Some Aspects of Military Spillover, conducted by Paul A. Weinstein, Director for the University of Maryland, Department of Economics, concluded:

> The survey indicated that 15.9 percent of Army veterans used their military training while 28 percent of the Navy veterans did. Not only was there a relatively low rate of utilization of the skills, but we found that the market did not work effectively in aiding those veterans who were interested in using their service experience. For veterans who did look and find jobs related to their military experience, we inquired about the benefits received and whether, in fact, these were attributable to the military experience. We found half the Army veterans received no benefit at all as a result of the military experience. (Emphasis added.) (Page 142-143)
>
> One of the strongest results of the study was that pre-service employment dominates post-service occupational choice. For most men, the service was a period of interruption in their normal occupational pursuits ....

> In many occupations in the military the serviceman had a revulsion for the work and a sense that there were no related (civilian) occupations. (Page 145)

A Department of Veterans Affairs study, Readjustment Profile for Recently Separated Vietnam Veterans, (June, 1973) indicated:

> Only about 49.3% (of the veterans polled) received some academic or technical training in the Armed Forces. Of these veterans, only 29.6% (about 15% of the total) indicated that their training was helpful in obtaining a job when they returned to civilian life. (Emphasis added.)

A November 1986 study (The Economic Return to Military Service; Daymont, Thomas N. and Andrisani, Paul J.) funded by the Department of Defense, points to veterans' earnings that drop significantly below their civilian counterparts when they leave the military. This study also refers to disproportionately higher rates of unemployment for recently discharged veterans. It concluded, however, that the unemployment rate for veterans discharged in the 1980s would reach comparable levels with their nonveteran peers in two to four years. As previously indicated, the Bureau of Labor Statistics data suggests ten years is a more reasonable expectation with continuing problems of marginal labor market attachment for years to come (higher job turnover, longer periods of unemployment, lower paying jobs).

An unexplained anomaly pointed out by the study was that, "... on the average, young Army veterans earned between $1,700 and $3,500 less than veterans from the other armed services at the same point in their life cycle." Marine veterans earned even less, on the average, than did the Army veterans. "... the basic pattern of these branch effects on civilian earnings may persist for several years into their careers."

A more recent publication, Military Occupational and Training Data (MOTD), Volume II (Department of Defense; Defense Manpower Data Center; 1988), indicates that about 30 percent of the enlisted and 25 percent of the officer military occupations could not be assigned corresponding civilian Dictionary of Occupational Title (DOT) Codes. (The DOT code system assigns a reference number to virtually all civilian job titles.)

The MOTD indicated "(F)irst, there was the obvious situation of infantry men, tank crew members, and other purely combat specialties for which no civilian counterpart would be expected."

The MOTD fails to note that military personnel will be assigned and serve in disproportionate numbers in the military occupations for which there is no civilian counterpart. The report does not refer to many men and women who may be trained in a transferable occupation to be assigned later to an occupation which has no transferability.

A combination of draft exemptions, programs like "Project 100,000," Department of Defense marketing strategies, the threat of judicial punishment for draft evasion and public relations programs touting the value of military training and limited opportunities in the civilian economy, have encouraged a disproportionate number of enlistments of those considered more socioeconomically disadvantaged.

During the Vietnam era, the draft deferment system, among other things, resulted in (1) increased student enrollment in college (student deferments) by those who could afford to attend an institution of higher learning; (2) an extremely low representation of minorities in the National Guard and Reserves (deferments from active duty) and (3) a military force in Vietnam that was approximately race proportional but saw disproportionate battle casualties suffered by minorities

The lack of opportunity in the civilian economy and the promise of opportunity in a military career are reflected in June 1990 data for the all volunteer force that shows blacks and Hispanics made up 29 percent of the combat military occupations. These occupations suffer the greatest number of battle casualties.

An October, 1989, Congressional Budget Office Study. Social Representation in the U.S. Military," indicated that in accession year 1987, black females made up 27.8 percent of the female recruits. Black males made up 18.5 percent of the male recruits (Table 1). This study also points out:

> About 55 percent of male active-duty recruits in 1987 came from areas with family-income levels placing them in the bottom half of the distribution across all the ZIP-code areas. Lower-middle-income areas were most heavily represented; the very bottom of the distribution was only slightly over-represented. Areas in the top tenth of the income distribution provided only about 6 percent of the recruits.

> but even in the highest-income areas in the country some young people enlisted. (Page xii-xiii) (Emphasis added.)

A recent study of the long-term, negative impact of military service on earnings was published June, 1990, in The American Economic Review. (Lifetime Earnings and the Vietnam Era Draft Lottery: Evidence from Social Security Administration Records, by Joshua D. Angrist, Department of Economics, Harvard University.) The preface to the study states:

> The randomly assigned risk of induction generated by the draft lottery is used to construct estimates of the effect of veteran status on civilian earnings. These estimates are not biased by the fact that certain types of men are more likely than others to serve in the military. Social Security administrative records indicate that in the early 1980s, long after their service in Vietnam was ended, the earnings of white veterans were approximately 15 percent less than the earnings of comparable nonveterans.

A similar study, Why do World War II Veterans Earn More than Nonveterans, (Joshua Angrist, May 1989, National Bureau of Economic Research), contradicted its title and found, "... veterans of World War II actually earn 6 to 12 percent less than comparable nonveterans." (Page 3)

Statements in your policy imply that without restrictions on women's participation in the military and if they had been included in the draft, they would have made up larger numbers in the military thereby reducing discriminatory aspects of veterans' preference. Such an assumption presumes large numbers of women wanted to enlist and were denied the opportunity to be drafted. Such assumptions ignore the record, fly in the face of law, and deny the impact of the loss of civil liberties imposed by a draft which was upheld by the courts.

As late as 1967--when the 2 percent cap limiting women's participation in the armed services was removed--women made up 1 percent of the armed forces. It was not until 1973--six years after the 2 percent cap was removed and the United States ground troops were removed from Vietnam--that women reached a 2 percent level of participation in the armed forces.

A Brookings Institute study, *Women and the Military*, published in 1977, pointed out that:

> During the early 1950s, an abortive attempt was made to recruit some 100,000 women to meet the personnel demands imposed by the Korean War. But general lack of interest and the war's unpopularity doomed the effort to early failure.

The Brookings Institute also cited a 1972 survey of young civilian women--commissioned by the Army--which found that "... only 17 percent regarded such a career with favor."

This attitude prevails today. *The Wall Street Journal* reported on Dec. 14, 1990,

> A surprisingly high 38 percent of those aged 18 to 26 say they would be unwilling to serve if drafted. The reason: although 71 percent of all voters would favor drafting women as well as men, a majority of young women--57 percent--say they wouldn't be willing to serve. By contrast, 64 percent of young men would be willing.

One of the factors commonly cited which affects the decision to draft women is existing legislation and policy that prohibit women's assignment to military combat roles. The Brookings Institute study referenced a survey of military personnel that found that,

> ... the majority of both men and women seem to favor [permitting women to serve in the combat roles] ... in principle, but there is less support among men. Moreover, *many of the women who endorse a combat role for women do not appear to want such a role for themselves*. (Emphasis added.)

In 1978, women and the draft became a national issue. President Carter asked the U.S. Congress for appropriations to draft women, should the draft be reinstated. Testimony was received both for and against such a proposal by groups purporting to represent women's interests and viewpoints. The Congress refused to fund the Carter proposal.

Historically, the need for a draft of men has been well accepted. As wars become unpopular, men are equally as unlikely as women to enlist in adequate numbers to continue the conflict. And the nation has resorted to an all male draft.

When men filed court actions during the Vietnam war opposing the male-only draft, claiming it violated their Fifth Amendment rights to equal protection under the law, the Supreme Court held, "... the fact that individual rights are infringed in a draft has already been found to be constitutional." The Court continued by indicating, "induction can be justified as necessary to the compelling government interest in defending the nation" (Goldberg v. Rostker, Civ. A. No. 71-1480)(E.D. PA July 18, 1980).

It is irrational and illogical to permit a constitutional determination on the legality of a government function, the draft, to be used arbitrarily in a subsequent government policy against those forced to serve. Veterans, male and female, should not be penalized because men complied with the law and served when drafted or enlisted under the threat of a draft. Men who refuse to serve when drafted potentially place their country at risk and are also subject to the criminal justice system which routinelv hands out large fines and imprisonment for such criminal acts.

The Supreme Court has looked at the discriminatory impact of veterans' preference on females and males who did not serve in the military. In the Supreme Court decision regarding the case of Personnel Administration of Massachusetts, et al. v Feeney (No. 78-233) decided June 5, 1979, the Court ruled that Massachusetts did not violate the equal protection clause of the Fourteenth Amendment by providing absolute veterans' preference.

The Court recognized the limited access to the military by women and attributed the subsequent predominantly male veteran population to the male-only draft. Even so, the Court found in favor of the State of Massachusetts upholding their veterans' preference laws. In part, the court recognized the rights of states to pass equal laws that may not have equal results provided it does not have a discriminatory purpose (Washington v. Davis, 426 U.S. 229 and Village of Arlington Heights v Metropolitan Housing Development Corp., 429 U.S. 252).

The Court held that,

> When a statute gender-neutral on its face is challenged on the ground that its effects upon women are disproportionately adverse, a two-fold inquiry is thus appropriate. The first question

> is whether the statutory classification is indeed neutral in the sense it is not gender-based. If the classification itself, covert or overt, is not based on gender, the second question is whether the adverse effect reflects invidious gender based discrimination.

The Court ruled that,

> Veteran status is not uniquely male. Although few women may benefit from the preference, the nonveteran class is not substantially all female. To the contrary, significant numbers of nonveterans are men, and all nonveterans--male as well as female--are placed at a disadvantage.

The Court concluded that the veteran preference law in Massachusetts made a distinction, "... between veterans and nonveterans, not between men and women." And "That benefit (veterans preference) has been extended to women under a very broad statutory definition of the term veteran."

In light of Congressional action, court decisions, and the extraordinary burdens associated with military service, especially during wartime, it makes no sense to act as though men have been somehow privileged by their unique eligibility for the draft. Such an assertion denies the true level of service of drafted men to their country.

In effect, the men and women who serve are blamed for the results of a legally discriminatory national policy toward men and, through your policy, denied an opportunity that could assist them in overcoming those negative results. Thus, not only the men who suffered the national draft policy, but women who voluntarily served, are blamed for conditions over which they had no control.

The policy states, "Inasmuch as veterans are not a protected class under Title VII, the statute leaves no room for a veterans' preference which has a disparate impact on a protected class, e.g., women." In fact, the Civil Rights Act of 1964, Section 703(a) prohibits discrimination on the basis of sex, not female status. Thus, men are equally protected under the law and policies which include such clearly biased statements from the agency obligated to ensure nondiscriminatory practices on the basis of sex are outrageous.

This policy ignores the disproportionate number of minorities, the large number of women who serve in the armed services, those disabled by their service and the economic and personal hardships of military service. I believe that the information provided in this letter regarding military service opportunities, employment statistics and court decisions upholding an all-male draft and veterans' preference provides a totally different picture against which your current policy should be reviewed and rescinded.

Sincerely,

RONALD W. DRACH
National Employment Director

RWD:dlw

EEOC

NOTICE

NUMBER N-915-056
DATE 8/10/90

1. SUBJECT. Policy Guidance on Veterans' Preference Under Title VII.[1]

2. PURPOSE. This policy document sets forth the Commission's position on the scope of the veterans' preference provision contained in Section 712 of Title VII of the Civil Rights Act of 1964, as amended, 42 U.S.C. § 2000e-11 (1982).

3. EFFECTIVE DATE. Upon issuance.

4. EXPIRATION DATE. As an exception to EEOC Order 205.001, Appendix B, Attachment 4, § a(5), this notice will remain in effect until rescinded or superseded.

5. ORIGINATOR. Title VII/EPA Division, Office of Legal Counsel.

6. INSTRUCTIONS. This notice supplements the discussion in Section 604.10(e) of the EEOC Compliance Manual, Volume II, Section 604, Theories of Discrimination. The notice should be filed as an appendix to that section.

7. SUBJECT MATTER.

Statutory Preferences

The federal government and virtually all of the states grant some form of employment preference to veterans.[2] Veterans' preference laws have traditionally been justified as measures designed to reward veterans for the sacrifice of military service, to ease the transition from military to civilian life, to encourage patriotic service, and to attract loyal and well-disciplined people

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[1] For a discussion of veterans' preference under the Age Discrimination in Employment Act of 1967, as amended (ADEA), and the Equal Pay Act of 1963 (EPA), see *infra* note 14.

[2] *Personnel Administrator of Massachusetts v. Feeney*, 442 U.S. 256, 261 & nn.6-7, 19 EPD ¶ 9240 (1979). Although the forms vary, veterans' preferences generally fall into one of four categories: (1) preference in appointment, (2) preference in promotion, (3) preference in retention, and (4) additional substantive and procedural protections in disciplinary or removal actions not accorded to nonveterans. B. Schlei and P. Grossman, *Employment Discrimination Law*, 434 & nn.295-99 (2d ed. 1983).

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to civil service occupations.[3] However, as a result of long-standing federal statutes, regulations, and policies that have excluded women or sharply limited women's eligibility to serve in the armed forces and also of the fact that women have never been subjected to a military draft, only a very small percentage of veterans are women[4] and, consequently, veterans' preference statutes operate overwhelmingly to the advantage of men.[5]

Despite their potential for adversely affecting the employment opportunities of women, veterans' preferences accorded pursuant to statute are not subject to challenge under Title VII by virtue of the exception provided in Section 712 of the Act.[6] That section states:

> Nothing contained in this title shall be construed to repeal or modify any Federal, State, territorial, or local law creating special rights or preference for veterans.

42 U.S.C. § 2000e-11 (1982).

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[3] Feeney, 442 U.S. at 265 & n.12. See also Bannerman v. Department of Youth Authority, 436 F. Supp. 1273, 1280, 16 EPD ¶ 8145 (N.D. Cal. 1977), aff'd per curiam, 615 F.2d 847, 22 EPD ¶ 30,772 (9th Cir. 1980).

[4] Recent statistics show that, of a total veteran population of 27,227,000, there are 26,019,000 (95.6%) male veterans and 1,208,000 (4.4%) female veterans. Office of Information Management and Statistics, Department of Veterans Affairs, Veteran Population (semi-annual report, 3/31/89).

[5] See Feeney, 442 U.S. at 269-70; Krenzer v. Ford, 429 F. Supp. 499, 502, 14 EPD 7514 (D.D.C. 1977); Anthony v. Commonwealth of Massachusetts, 415 F. Supp 485, 489-90, 12 EPD ¶ 10,991 (D. Mass. 1976). For an historical overview of limitations placed on women seeking entry into the U.S. armed services, see Feeney, 442 U.S. 269 n.21, and Anthony, 415 F. Supp. at 489-90. See also Commission Decision No. 77-40, CCH EEOC Decisions (1983) ¶ 6591.

[6] In Personnel Administrator of Massachusetts v. Feeney, 442 U.S. 256 (1979), the Supreme Court upheld a Massachusetts statute that granted an absolute, lifetime hiring preference to veterans against attack under the Equal Protection Clause of the Fourteenth Amendment. In a two-step analysis, the court concluded that the statutory classification was gender-neutral and that, notwithstanding its adverse impact upon the employment opportunities of women, it was not enacted with discriminatory intent. Id. at 274-80. The Court noted that the Massachusetts statute was not challenged under Title VII, presumably because of the provision in Section 712 of the Act. Id. at 256 n.2.

In light of Section 712, both the Commission and the courts have found no Title VII violation where a statutory basis exists for an employment preference granted to veterans, even though the preference disadvantages women. For example, in Bannerman v. Department of Youth Authority, 436 F. Supp. 1273, 16 EPD ¶ 8145 (N.D. Cal. 1977), aff'd per curiam, 615 F.2d 847, 22 EPD ¶ 30,772 (9th Cir. 1980), the court upheld the defendants' practice of awarding veterans additional points to increase their oral interview scores in making hiring selections for parole agent positions, a practice which competitively disadvantaged female plaintiffs. Under state law, a veteran who receives a passing score on an entrance examination for a civil service position is allowed a credit of 10 points (15 points in the case of disabled veterans) to enhance the rank he achieved. The court held that Section 712 precludes the plaintiffs from attacking the state veterans' preference under Title VII. Nevertheless, the court took judicial notice of the fact that, although the statute was neutral on its face, in practical effect it benefitted male applicants more frequently than female applicants since males have served in the armed forces in disproportionately greater numbers than females. Consequently, when veterans' points were counted, the differences between the scores of men and women were statistically significant. 436 F. Supp. at 1279.

Similarly, in Skillern v. Bolger, 725 F.2d 1121, 33 EPD ¶ 34,064 (7th Cir.), cert. denied, 469 U.S. 835, 35 EPD ¶ 34,663 (1984), the court affirmed the involuntary dismissal of the plaintiff's complaint brought under Title VII and the Rehabilitation Act of 1973, 29 U.S.C. § 791 et seq. (1982), where the plaintiff's inability to obtain employment as a janitor with the Post Office resulted from a federal law that restricts Post Office hirings for custodial positions to veterans as long as veterans remain available, the plaintiff was not a veteran, and the Post Office had a surfeit of applications from veterans. Finding that Section 712 precluded the plaintiff's Title VII challenge of the defendant's hiring practices, the court proceeded to hold that section also precluded recovery under the Rehabilitation Act, even though the latter did not specifically adopt Title VII's veterans' preference provision.[7] The court reasoned that, since the Rehabilitation Act incorporated the rights and remedies provided under Title VII, failure to impute Section 712 to actions brought under the Rehabilitation Act would expand the reach of that Act beyond that of Title VII, a result the court concluded that Congress did not intend. 725 F.2d at 1123.

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[7] The Commission notes that the court in Skillern analyzed the discrimination alleged by the plaintiff, a male who suffered from dyslexia, under the disparate treatment rather than the adverse impact theory. The Commission further notes, however, that, although the plaintiff's Title VII basis was not disclosed by the decision, his sex would clearly not give rise to an adverse impact claim under Title VII since veterans' preferences disproportionately favor males. Finally, although the Commission is unaware of any evidence that a veterans' preference would result in discriminatory impact on persons protected by the Rehabilitation Act, the Commission takes no position on whether Title VII's veterans' preference provision extends to the Rehabilitation Act, as held by the Seventh Circuit.

Like the courts, the Commission has relied on Section 712 in upholding otherwise discriminatory employment preferences for veterans. See Commission Decision Nos. 74-64 and 80-21, CCH EEOC Decisions (1983) ¶¶ 6419 and 6812, respectively. In Commission Decision No. 74-64, the Commission concluded that a state employment agency's policy of referring veterans first when filling job orders was not subject to the coverage of Title VII where the policy was based on a combination of both federal and state law, the federal law conditioning the receipt of federal assistance on the state agency's acceptance of certain veterans' preference provisions and the state law incorporating those provisions. Likewise in Commission Decision No. 80-21, the Commission held that Section 712 foreclosed a sex discrimination challenge to the state personnel agency's utilization of an additional credit of 20% of a veteran's total score on a civil service examination where the veterans' preference points were invoked pursuant to state law.

Voluntary Preferences

In contrast to the foregoing, however, where an employment preference is conferred upon veterans on the employer's own initiative and is not mandated by statute, the discriminatory impact of the preference is not shielded from scrutiny under Title VII. As the language of Section 712 makes clear, the deference provided by that section applies only to veterans' preferences that are created by law and not to those that are voluntarily accorded to veterans by employers. Falling outside the terms of Section 712, voluntary preferences are subject to Title VII adverse impact analysis.

Based on recent national statistics,[8] it is the Commission's position that voluntarily adopted veterans' preferences have an adverse impact on women. Accordingly, in charges raising this issue, the Commission will presume the existence of adverse impact. The presumption may be rebutted, however, where an employer shows that the preference does not adversely affect female applicants or employees based on either more narrowly drawn statistics (e.g., regional or local statistics) or its own applicant flow data/workforce statistics.[9]

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[8] See supra note 4.

[9] Cf. EEOC Compl. Man., Vol. II, Section 604, Theories of Discrimination, Appendix B (Conviction Records - Statistics).

Voluntary veterans' preferences have been invalidated on the basis of adverse impact by both the Commission and the courts.[10] For example, in *Krenzer v. Ford*, 429 F. Supp. 499, 14 EPD ¶ 7514 (D.D.C. 1977), the court concluded that the Veterans Administration's policy of appointing only veterans to positions on the Board of Veterans Appeals violated Title VII where the policy was not founded on any statute, had a disproportionate impact on female attorneys and female physicians, and was not sufficiently job-related to constitute an absolute precondition to appointment despite its impact on women.

Similarly, the court in *Bailey v. Southeastern Area Joint Apprenticeship Committee*, 561 F. Supp. 895, 31 EPD ¶ 33,604 (N.D. W. Va. 1983), found that defendant's screening mechanism for selecting apprentice boilermakers, which included awarding applicants points on the basis of prior military service, had a disparate impact on women in general and the two female plaintiffs in particular, and that the defendant had not met its burden of showing a legitimate business necessity for the practice. In so holding, the court stated:

> Title VII, unlike various other statutes and government regulations which have been enacted since World War II, does not accord veterans any employment preferences. Rather, Title VII seeks to secure equality of employment opportunity for members of certain protected classes. Inasmuch as veterans are not a protected class under Title VII, the statute leaves no room for a veteran preference which has a disparate impact on a protected class, e.g., women.

561 F. Supp. at 912.[11]

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[10] Although the court cases and Commission decisions discussed in this section were decided prior to the Supreme Court's recent decision in *Wards Cove Packing Co. v. Atonio*, 109 S. Ct. 2115 (1989), and in reliance upon the earlier decision in *Griggs v. Duke Power Co.*, 401 U.S. 424 (1971), it is the Commission's position that, for purposes of these veterans' preference cases, the business justification standard set forth in *Wards Cove* is not dissimilar to that in *Griggs* and would not alter the outcome of these cases.

[11] *But cf.* *EEOC v. Sears, Roebuck & Co.*, 628 F. Supp. 1264, 39 EPD ¶ 35,853 (N.D. Ill. 1986), *aff'd*, 839 F.2d 302, 45 EPD ¶ 37,681 (7th Cir. 1988). In performing its multiple regression analyses to disprove alleged sex discrimination against women with regard to compensation, Sears' model included, *inter alia*, veteran status. Finding that the inclusion of a veteran status variable was justified, the court stated:

(continued...)

At issue in *Brown v. Puget Sound Electrical Apprenticeship & Training Trust*, 732 F.2d 726, 34 EPD ¶ 34,338 (9th Cir. 1984), *cert. denied*, 469 U.S. 1108, 35 EPD ¶ 34,854 (1985), was the defendant's extension of a veterans' age credit adopted in good faith reliance on policies promulgated and endorsed by the U.S. Department of Labor. Although nonveteran applicants to the defendant's apprenticeship program were considered eligible only from age 18 to 26, veterans were allowed to deduct one year from their age for each year of military service, up to a maximum of four years. Noting that the defendant's reliance on Section 712 was misplaced since no law created the veterans' age credit, the court stated: "The [defendant's] age credit was adopted by a non-governmental private organization. The fact that it was encouraged to do so by an agency that is part of the executive branch of the federal government cannot convert the veterans' age credit into an act of Congress." 732 F.2d at 730-31.

In a divided decision in *Brown*, the Ninth Circuit nonetheless reversed the district court's holding that the age credit violated Title VII, finding that the credit did *not* have a discriminatory impact on nonveterans. The majority reasoned that the age credit had no adverse effect whatsoever on women since it provided no preference for veterans but, rather, only allowed some veterans the same amount of time (i.e., eight years) to apply for apprenticeship training as was available to nonveterans, compensating veterans for the time spent in military service during which they were unable to apply for apprenticeship training. *Id*. at 731-32. The dissenting opinion argued, however, that the age credit did have a disparate impact on women since, in the area covered by the program, 8% of males and only 0.2% of females were Vietnam or post-Vietnam veterans and since the effect of the age credit was that, of all applicants aged 26 through 29, only veterans were eligible for apprenticeships. The dissent concluded that, because the preferential treatment had a disparate impact on women, the age credit violated Title VII. *Id*. at 732-33.

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[11](...continued)

> Although there are many conflicting opinions of the value of military service in civilian employment, at least in some cases, military service is related to higher starting salaries, and can be related to higher job performance. If nothing else, the variable measures a type of pre-Sears experience which, like any pre-Sears experience, can affect checklist starting salary.

628 F. Supp. at 1349.

Applying and adverse impact analysis, the Commission invalidated voluntary veterans' preferences in Commission Decision Nos. 77-27 and 77-40, CCH EEOC Decisions (1983) ¶¶ 6577 and 6591, respectively. In Commission Decision No. 77-27, an employer, an international union, and a local union were held jointly responsible for a training program procedure of awarding Vietnam-era veterans a 10% bonus on their test scores in selecting new and inexperienced applicants for entry into the elevator constructor trade. The Commission held the veterans' bonus unlawful in that case since it benefitted men far more often than women and since there was no business justification for it.

By the same token, in Commission Decision No. 77-40, the Commission found a Title VII violation in the respondent's practice, pursuant to an agreement with a teachers association, of granting experience credit for up to three years of military service in determining an employee's starting salary, resulting in the female charging party's being paid less than a male employee performing the same work. Since there was no law in operation that would bring Section 712 into play, the Commission noted that, because the agreement entered into by the respondent was purely voluntary, the respondent was responsible for any unlawfully discriminatory impact it might have. After reviewing the history of restrictions placed on womens' access to military service, the Commission concluded:

> The impact of any employment policy favoring veterans of the armed services is clear; women have far fewer opportunities to become veterans. In this case, the blanket, neutral policy of according veterans credit for military experience, irrespective of whether that experience is related to the job in question, operates to discriminate against women generally.

Commission Decision No. 77-40, CCH ¶ 6591 at 4462.

The Commission's position on this issue remains as set forth in Commission Decision Nos. 77-27 and 77-40. Where an employer *voluntarily* accords veterans any form of employment preference, without statutory authorization, the protections contained in Section 712 are inapplicable. Consequently, where the evidence shows that the veterans' preference has an adverse impact on female employees or applicants for employment, the preference constitutes sex discrimination violative of Title VII unless the employer can show that the preference serves, in a significant way, the legitimate employment goals of the employer. *See Wards Cove Packing Co., Inc. v. Atonio*, 109 S. Ct. 2115, 50 EPD ¶ 39,021 (1989), citing *Griggs v. Duke Power Co.*, 401 U.S. 424, 3 EPD ¶ 8137 (1971).

In this regard, the Commission takes administrative notice of the fact that veterans' preferences, by their very nature, have historically placed women as a class at a disadvantage. As the cited statistics show, that disadvantage continues to date. Therefore, it is the Commission's view that such preferences have an adverse impact on women for Title VII purposes. Further, where a preference operates to totally exclude women from employment, an employer's burden of showing business justification for the preference is an especially heavy one.[12]

Preference as Pretext

In closing, the Commission notes that, even in circumstances under which a veterans' preference is authorized by law and the provisions of Section 712 apply, the preference may still run afoul of Title VII where the evidence shows disparate treatment in its application, transforming a valid preference into a pretext for unlawful discrimination. See Commission Decision No. 74-64, CCH EEOC Decisions (1983) ¶ 6419 (veterans' preference governed by law is covered by Section 712 where "there is no evidence that it has been administered disparately").[13]

The issue of pretext also arose in Woody v. City of West Miami, 477 F. Supp. 1073, 1080, 22 EPD ¶ 30,605 (S.D. Fla. 1979). In Woody, the court held that the city's policy of hiring retired 20-year service veterans as police officers, which was not based on a veterans' preference statute, was not justified by business necessity and was a pretext for sex discrimination against the female plaintiff since (1) the policy was not uniformly applied, (2) the policy was not necessary to the safe and efficient operation of the police department, (3) the policy was quickly discarded when the lawsuit was filed, and (4) the city hired its first policewoman, a nonveteran, immediately after the suit was filed.[14]

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[12] Cf. Krenzer v. Ford, 429 F. Supp. 499, 503 (D.D.C. 1977) (relying on Griggs, court noted that employer's burden of showing that "veterans only" policy was job-related was a particularly heavy burden where the requirement, if not met, was an absolute bar to employment).

[13] See also Skillern v. Bolger, 725 F.2d 1121, 1123 (7th Cir.), cert. denied, 469 U.S. 835 (1984) (plaintiff did not present one shred of evidence that the real reason he was not hired grew out of his handicap and not his failure to have served in the armed forces).

[14] Although this policy guidance addresses the issue of veterans' preferences solely in a Title VII context, the Commission notes that a related issue may arise under the Age Discrimination in Employment Act of 1967, as amended (ADEA), 29 U.S.C. § 621 et seq. (1982), where a veterans' preference is challenged as (continued...)

Charge Processing

In accordance with the foregoing discussion, a charge raising the issue of veterans' preference should be investigated and resolved in the following manner:

1) Where the veterans' preference is granted under the authority of a federal, state, territorial, or local law, the preference comes within the exception

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[14](...continued) discriminating against persons in the protected age group. Even though the ADEA, unlike Title VII, contains no veterans' preference provision, an employer might assert in defense to such a claim that veteran status is a "reasonable factor other than age" under Section 4(f)(1) of the ADEA. *See*, *e.g.*, *Marshall v. Goodyear Tire & Rubber Co.*, 19 EPD ¶ 8973 at 6050 (W.D. Tenn. 1979) (employer failed to establish reasonable factor other than age defense in state employment office's referral preference for Vietnam veterans where, *inter alia*, Vietnam veterans over age 40 were rejected); *Hodgson v. Approved Personnel Service, Inc.*, 529 F.2d 760, 767-68 n.14, 10 EPD ¶ 10,472 (4th Cir. 1975) (no ADEA violation in employment agency's help-wanted ads addressed to returning veterans where ads time-related to end of Vietnam war and not all returning veterans were young).

The Commission further notes that a similar issue may be presented under the Equal Pay Act of 1963 (EPA), 29 U.S.C. § 206(d)(1) (1982). While the EPA, like the ADEA, is silent on the issue of veterans' preferences, veteran status may also be claimed to constitute a "factor other than sex" for purposes of justifying a pay differential between male and female employees. *See*, *e.g.*, *Fallon v. State of Illinois*, 882 F.2d 1206, 1211-12, 51 EPD ¶ 39,255 (7th Cir. 1989) (where state statute required that Veterans Service Officers (VSO's), but not Veterans Service Officer Associates (VSOA's), be wartime veterans, state employer's defense that difference in pay between VSO's (all males) and VSOA's (all female) was based on VSO's veteran status was improperly rejected by district court as matter of law; reversing and remanding, appellate court noted the relation between veteran status and job at issue in that case and stated: "If applied in good faith and in nondiscriminatory manner, we believe that wartime veteran status can be a legitimate factor other than sex."). Because veteran status is so closely connected to sex, however, it is the Commission's position that, if such status bears no relationship to the requirements of the job or to the individual's performance of the job, the employer will probably not be able to sustain the defense. *Cf*. Commission's EPA Interpretations, 29 C.F.R. § 1620.21 (1989) ("head of household" status). Generally, to qualify as a valid factor other than sex, veteran status should be job-related and applied nondiscriminatorily. *See* EEOC Compl. Man. § 708, EPA Defenses (particularly §§ 708.5 and 708.6).

provided in Section 712 and is not subject to challenge under Title VII. A no cause LOD should be issued after:

a) obtaining a copy of the relevant statute and verifying that the preference extended by the employer is authorized by the statute, and

b) determining that the preference is accorded in a nondiscriminatory manner (i.e., without regard to an individual's protected class status).

Note: if the investigation reveals that the preference was not authorized by law or that it was applied in a discriminatory manner, see instructions below at Nos. 2 and 3, respectively.

2) Where the preference is voluntary (i.e., not authorized by law), it is subject to adverse impact analysis under Title VII. As discussed above, it is the Commission's position based on national statistics that veterans' preferences have an adverse impact on women. See supra notes 4, 8 and 9 and accompanying text. Where the employer fails to successfully rebut the Commission's presumption of adverse impact, a cause LOD should be issued unless the employer satisfies its burden of showing business justification. See supra note 10 and accompanying text on business justification under Wards Cove.

3) Even where the preference is authorized by law and, thus, otherwise within the scope of Section 712, it is still violative of Title VII if the investigation discloses that the preference is a pretext for discrimination. A cause LOD should be issued where the evidence reveals disparate treatment in the extension or application of the preference.

Questions concerning the application of this policy statement to the facts of a particular charge should be directed to the Regional Attorney for the Commission office in which the charge was filed.

8-10-90
Date

Approved:
Evan J. Kemp, Jr.
Chairman

EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
WASHINGTON, D.C. 20507

OFFICE OF
THE CHAIRMAN

May 23, 1991

Mr. Ronald W. Drach
National Employment Director
Disabled American Veterans
National Service and Legislative Headquarters
807 Maine Avenue, S.W.
Washington, D.C. 20024

Dear Mr. Drach:

We have received your thoughtful and informative letter concerning the Commission's Policy Guidance on Veterans' Preference Under Title VII, No. N-915-056 (8/10/90). We have the following comments.

Your letter eloquently attests to the sacrifices made, and hardships faced, by veterans in general and by disabled veterans in particular. Congress recognized those sacrifices, and provided that nothing in Title VII of the Civil Rights Act of 1964, 42 U.S.C. § 2000e, should be construed to "repeal or modify any Federal, State, territorial, or local law creating special rights or preference for veterans." Section 712, 42 U.S.C. § 2000e-11. As a result, Title VII will not prevent legislatures, which are the entities best situated to determine the types of assistance veterans need, from enacting or enforcing any veterans' employment preferences those legislatures deem appropriate.

The positions taken by the Commission in its Policy Guidance on veterans' preference are dictated by the requirements of Title VII. Consequently, and based on Section 712, the Commission will find no Title VII violation where a statutory basis exists for a neutral employment preference granted to veterans, even if the preference disadvantages women. (Policy Guidance at 3.) Title VII does not, however, contain any exemption for veterans' preferences granted voluntarily by employers. Such voluntary preferences are thus necessarily subject to scrutiny under Title VII; under the analysis mandated by the Act, such preferences will be found to be unlawful if they have the purpose of excluding members of a protected group or if they have the effect of doing so and are not justified.

To say that voluntary preferences are subject to the basic strictures of Title VII is not to automatically invalidate such policies. As noted in the Policy Guidance, the Commission will presume, based on national statistics about the comparative number of male and female veterans, that voluntary veterans' preferences disproportionately disqualify women from employment opportunities and thus have adverse impact on one of the groups protected under Title VII. Employers confronted by such a finding may, however, rebut this presumption by showing that a veterans' preference does not in fact adversely affect female applicants or employees in particular cases. Employers may alternatively defend their policies by producing evidence that the preferences significantly serve legitimate employment goals.

Nothing in the Commission's Policy Guidance is intended to penalize those who have served this country int he armed forces or to undermine the magnitude of the employment problems veterans face. The Policy Guidance merely reflects Congress' implicit judgment that voluntarily awarded veterans' preferences cannot be allowed to undermine Title VII's prohibitions on discrimination on the basis of race, color, religion, national origin, or sex, and that veterans' preferences immune from Title VII scrutiny must be imposed by law.

We much appreciate your concern with the proper enforcement of Title VII and hope that the above information has helped to clarify the Commission's position with regard to veterans' preferences. We apologize for the delay in sending you this information.

Sincerely,

Evan Kemp

Evan J. Kemp, Jr.
Chairman

SERVING
WITH
PRIDE

AMVETS

STATEMENT OF

MICHAEL F. BRINCK

AMVETS NATIONAL LEGISLATIVE DIRECTOR

Before the

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

of the

COMMITTEE ON VETERANS' AFFAIRS

UNITED STATES HOUSE OF REPRESENTATIVES

On

THE IMPLEMENTATION AND EFFECTIVENESS
OF THE TRANSITION ASSISTANCE PROGRAMS FOR
SEPARATING SERVICE MEMBERS CONTAINED IN
SECTIONS 1142, 1143, AND 1144
OF TITLE 10, UNITED STATES CODE,
AND SECTION 1418A, TITLE 38, UNITED STATES CODE

March 19, 1992

Mr. Chairman, thank you for inviting AMVETS to testify before the committee on the Transition Assistance Program (TAP).

AMVETS continues to support the ongoing Transition Assistance Program (TAP) for members being separated from the service. With the anticipated substantial increase in the number of veterans being released from active duty, AMVETS considers imperative the cooperative efforts of Congress and the Departments of Defense (DoD) and Labor (DOL) to strengthen the enforcement and scope of veterans priority services.

Mr. Chairman, AMVETS is doing its part to fill the DOL shortfall in funding and staffing for TAP. About two years ago, we instituted a pilot program in the Hampton/Norfolk, VA area to provide benefit counseling and claims assistance to active duty personnel in the Tidewater area. Currently, AMVETS has two national Service Officers assigned to the area providing lectures as a part of the regular military training sessions and retirement seminars on eight Naval installations, five Army installations, one Air Force base and one Marine base on a regularly scheduled basis. In 1991 our NSO's provided over one thousand individual counseling sessions. This past January alone, they had nearly 200 individual counseling sessions and delivered group lectures to another 278 personnel.

The program has been so successful that we will open a new office in San Antonio to provide the same services to the many bases in the area.

Before we go further, AMVETS would like to emphasize that new programs like TAP must not add to the burden of the Vietnam Veteran. Vietnam vets continue to be plagued with cyclic unemployment and compete on an often-less than level playing field with post Vietnam vets. We cannot approach the year 2000 on the backs of Vietnam veterans by funding post Vietnam programs at the expense of a group of veterans who, despite all the rhetoric, continue to pay a high social cost of an unpopular war. That is why, Mr. Chairman, if there is to be a peace dividend, veterans must stand first in line for the fruits of that victory. Plans like the Towns-Dellums proposal which would provide an insultingly meager share of funds diverted from DoD must not be allowed to pass.

The existing TAP delivery system appears to be working for the 20% of the separating service members who participate. In addition to a lack of publicity, part of the lack of participation must be attributed to a commanders inherent and understandable desire to keep his people mission qualified. There must be strong leadership from senior officers to ensure service members are afforded time to use TAP as far in advance of separation as possible.

AMVETS is keenly aware of the need to clarify the role and mission of the Office of the Assistant Secretary of Labor for Veterans Employment and Training (OASVET). Uniformity in and cooperation between federal and state veterans employment and training agencies is a basic requirement to ensure that veterans receive the counseling, vocational and professional training and job placement assistance to which they are entitled.

First, to administer the TAP, AMVETS suggests there be a dedicated positions within OASVET responsible for delivery of TAP services in addition to the existing Disabled Veteran Outreach (DVOP)/Local Veterans Employment Representative (LVER) staff. Lacking such billets, TAP should also become the responsibility of local employment service staff and DOL must provide additional resources to the already overworked and understaffed DVOP/LVER system to accommodate its new responsibilities. We encourage replication of the effort between the S. Carolina Employment Security Agency and local military bases.

AMVETS, in consonance with Independent Budget recommendations, suggests that the starting point for added personnel should be 1900 DVOP and 1600 LVER personnel. AMVETS also offers, as a point of discussion, that TAP may be more appropriately the responsibility of the Assistant Secretary of Defense for Personnel, with meaningful pre-release programs mandated for each branch of service. We make this suggestion because

TAP efforts significantly impact existing DVOP resources and detract from performance of their primary mission. Such a move would preserve DoD jobs, provide re-occurring access for DoD personnel, cut duplication of services, ease coordination requirements to achieve both combat mission training and TAP training. It is also important to get the Employment Security staff more involved in veterans programs.

We have several concerns about current and future TAP efforts:

- Duplication of TAP services as pointed out in our November, 1991 letter.
- Lack of training and placement.
- Lack of automation and integration between the Interstate Job Bank and service delivery agents.
- Lack of linkage between DoD resume banks and the Interstate Job Bank.
- Lack of aggressive interface with national employers.
- Funding for OASVET to absorb accelerated DoD drawdown. We believe $150 million will be needed to offset.
- Lack of visibility for the existing DTAP within VA and apparent de-emphasis of DTAP within OASVET.
- Increasing DVOP/LVER responsibilities without corresponding increased resources.
- Lack of a central office or Czar to coordinate the overall effort.

Despite being directed at veterans recently separated from the service and its obvious tie-in to TAP as a follow-on resource, we find Title IV-C for the most part ineffective and totally underfunded. There is no means to assess any degree of success achieved or to provide an accurate account of the number of veterans placed in jobs through referral. Another fault in Title IV-C is that many pilot programs for veterans no longer apply in today's economic environment and successful programs are rarely replicated. AMVETS suggests an infusion of funds ($75 million) from the peace dividend and the following changes to Title IV-C:

- Assign OASVET sole responsibility for program administration
- Provide a funding level of no less than $75 million

- Revise eligibility criteria to include all veterans of the Korean Conflict and thereafter
- Provide relocation and military-to-civilian-life transition financial assistance
- Use tax incentives and subsidized training wages to encourage employers to participate
- Provide training in high skill areas, especially critically needed skills
- Allow subsequent re-enrollment

AMVETS must question the commitment of the Administration when we compare the $1.6 billion fund for retraining the 74,000 GM workers with the $1.8 million requested for TAP beneficiaries that will total nearly 1,000,000 by 1995.

Regarding Section 3018A of title 38 USC, AMVETS suggests that reduction of $1200 from the base pay of being involuntarily separated may cause some members to decline participation in the Montgomery GI Bill. If such a member has elected to participate in the GI Bill prior to notification of involuntary separation, that individual should be allowed to continue the basic $100 per month deduction from their base pay and receive a waiver for any amount beyond what would be incurred while on active duty. We understand that the Montgomery GI Bill has paid out about $350 million less than it has paid in benefits, so the small loss of revenue to the fund should be easily absorbed.

In summary, Mr. Chairman, AMVETS emphasizes the need for a coordinated program that invests in America's future. The program should be administered by the agency judged to have the greatest expertise in moving service members into civilian life and that agency must have the resources to complete the mission. Veterans' service organizations provide a wealth of experience in veterans' needs and should be included in the planning process with the various government agencies.

Again, Mr. Chairman, I want to thank the committee for its attention. This concludes my remarks.

STATEMENT OF
JAMES B. HUBBARD, DIRECTOR
NATIONAL ECONOMIC COMMISSION
THE AMERICAN LEGION
BEFORE THE
SUBCOMMITTEE ON EMPLOYMENT AND TRAINING
VETERANS AFFAIRS COMMITTEE
U.S. HOUSE OF REPRESENTATIVES

March 19, 1992

Mr. Chairman, The American Legion appreciates the opportunity to appear today to discuss the Transition Assistance Program/Disabled Transition Assistance Program (TAP/DTAP) administered by the Departments of Labor, Veterans Affairs, and Defense. Last July, The American Legion identified to this subcommittee some of the shortcomings in this vital veterans readjustment program. Most of these problems were resolved by the various executive agencies involved. We offer our congratulations to the Congress and to the involved agencies for implementing a program which is helping the "instant veterans" leaving today's military.

The Legion still has some areas of concern. In 1991, staff members from local employment service offices conducted TAP/DTAP training at 91 military bases across this country. Currently, TAP/DTAP has been expanded to 140 sites, and by the end of this year a further expansion will take place to 178 sites. To support this expansion, the National Veterans' Training Institute (NVTI) trained 668 local employment service office staff members in the proper methods of conducting TAP/DTAP training. It is quite obvious that the Labor Department has taken its TAP/DTAP responsibilities very seriously.

The state employment security agencies have handled their responsibilities well, and have received the proper guidance from VETS. However, the states have not received the monetary resources necessary to carry out the duties associated with the TAP/DTAP mission. The demands for services by DVOPs and LVERs to assist with TAP/DTAP sessions has placed strains their ability to meet the normal workload for the current veterans unemployment population. This problem must be corrected. The Labor Department is facing a military downsizing unprecedented since the end of World War II.

The scope of the problem is huge. The military alone will have released about 500,000 active duty personnel by the end of 1995.

Added to this is the planned reduction of about 250,000 members of the Reserves and National Guard, approximately 75,000 veterans who are currently working for the DoD as civilians, and 100,000 veterans who are civilian defense industry employees. A conservative estimate of veterans who will be making career transitions over the next three years is approximately 925,000 people.

The FY 1993 DoL budget request for the TAP/DTAP program is $1.8 million. None of this money will go to the states to provide additional people to do TAP/DTAP training. Mr. Chairman, this budget is clearly inadequate to accomplish the job ahead. The Veterans' Employment and Training Service (VETS) is presently underfunded and undermanned for DVOPs and LVERs in FY 1992 and FY 1993. Veterans programs are currently short 334 veterans employment specialists and, unless Congress takes corrective action, will be short 447 in FY 1993. Another key asset for TAP/DTAP, NVTI, has been "zeroed out" of the FY 1993 budget. The American Legion strongly recommends that these shortages be addressed before the impact is felt by the unemployed and underemployed of the veterans community.

During TAP/DTAP training sessions, the separating service members are given information on how to access the local employment service office. It is incumbent on the Department of Labor, through the employment service to begin, to market these fine young people to American employers. The veterans who find themselves unemployed as a result of defense downsizing, from either base closings or termination of defense contracts, constitute a proven, well-trained workforce. The "instant veterans" who leave the military in the next three to four years are some of the finest young people this nation has ever produced. The litany of their qualifications goes on and on. The Employment Service Agencies in the states have a unique "product" on their hands. Each state employment service agency should develop a new marketing strategy in their community to let employers know about the qualified veterans available for employment. The American Legion would strongly encourage legislation which would mandate a representative of the veterans community be incorporated in each private industry council (PIC) to insure the interests and needs of the American veterans are addressed.

There is one addition we would recommend to the subject of TAP/DTAP. This subcommittee heard testimony last week which showed that certain members of the Reserves and National Guard activated for Operation Desert Storm are having problems finding employment. In most cases, the statutes on veterans' reemployment rights will suffice to solve the problem. However, some of these people were self employed, employed by small businesses or manufacturing plants which have since closed. Many of these veterans are experiencing employment problems. The American Legion recommends that TAP/DTAP training be opened to those honorably discharged National Guard and Reserve members, who served on active duty for ninety days or more.

Mr. Chairman, this hearing was called to examine TAP/DTAP, but these programs do not exist in a vacuum. The Legion believes that TAP/DTAP is designed to inform and steer separating military personnel towards other programs which are intended to help them make a successful transition from military life into the civilian economy. In order for TAP/DTAP programs to be successful, the "instant veterans" need funding for transitional training programs, such as Job Training Partnership Act (JTPA), Targeted Jobs Tax Credit (TJTC), Veterans Job Training Act (VJTA), and the Desert Storm Servicepersons Readjustment Act.

The JTPA is an effective tool used to improve the employability of many Americans each year. The DoD recognized the impact that their military base closing plan was having on the labor market in and around the identified bases. Therefore, DoD agreed to transfer $150 million to the JTPA, Title III account to assist the dislocated DoD-civilian workforce. Currently the FY 1992 DoL budget contains $9.1 million for the JTPA, Title IV-C and the FY 1993 request is for $8.9 million. Ironically, as the need for training dollars goes up, the request for available training dollars is going down. The Legion would encourage DoD to transfer $150 million to the JTPA, Title IV-C account to assist and train involuntarily separated veterans.

The TJTC has helped to take thousands of veterans off welfare rolls and get them on income tax rolls. TJTC creates job opportunities for its targeted economically disadvantaged participants. Almost every year this cost effective employment program receives a "final hour" extension. Many employers strongly support this program and depend on it to enable them to expand their workforce due to the tax credit incentive. These employers can hire and train talented individuals in meaningful and productive occupations. The Legion urges you and your colleagues to give TJTC a permanent extension.

The VJTA, administered by the VA, was an extremely effective employment program developed specifically for long-term unemployed veterans. The program was quite different from any other job training program in that the occupational career fields were limited to those jobs with opportunities for lasting employment and promotion potential. The training program was much more structured and more closely monitored than similar employment programs. Many employers who participated in VJTA were pleased with the simplicity of the paperwork involved. The average starting salaries were usually higher than those of other employment programs. The Legion would like to see this program reauthorized and funded to aid in the re-employment efforts of America's veterans.

Mr. Chairman, the Servicemen's Readjustment Act of 1944 provided an unprecedented opportunity to those veterans who emerged victorious from battlefields after World War II. Many here in the Congress have called the GI Bill "the greatest piece of social legislation ever passed into law." There are very few people who didn't either benefit from or know someone who benefited from that act. The Legion's proposed Desert Storm Servicepersons' Readjustment Act is intended to provide improved educational benefits for the Desert Storm veterans. The Legion believes that the Desert Storm veterans are deserving of the same educational and vocational training opportunities that their fathers and grandfathers, who also served their country in wartime, received.

The current Montgomery GI Bill was skillfully crafted to meet the educational needs of an all volunteer peacetime armed forces. History has forced a change in this program. Last year a grateful nation watched its brave young men and women liberate an occupied country, despite the perils of nuclear, chemical, and biological weapons boasted by a madman. This military force was unique in that a great number of Reservists and National Guard members walked away from their civilian occupations and joined the ranks of the professional active duty forces to answer the nation's call to arms. This military buildup was reminiscent of the days following the Japanese sneak attack on Pearl Harbor. Once again it is time for a grateful nation to honor its war heroes. The parades were nice and the yellow ribbons were thoughtful, but these veterans need meaningful employment, not ticker tape. Educational and vocational training will empower our newest wartime veterans to meet the economic opportunities of the 21st century.

To receive the benefits of the Montgomery GI Bill, active duty Desert Storm veterans must have their monthly wages garnished by $100 for one year. The educational compensation benefits these veterans receive pay for about 42 percent of their state college expenses. For veterans of previous wars, educational compensation benefits met nearly 100 percent of their state college expenses. Reservists and National Guard members who served on active duty in previous wars were entitled to the same educational compensation benefits as the active duty members. Under the current program, these veterans receive reduced educational benefits. Changes need to be made. The American Legion looks forward to an opportunity to work with this Subcommittee and Congress to correct these inequities.

Mr. Chairman, The American Legion believes that investments made in the programs discussed today will prove to be money well spent. This concludes my statement.

STATEMENT OF

BOB MANHAN, ASSISTANT DIRECTOR
NATIONAL LEGISLATIVE SERVICE
VETERANS OF FOREIGN WARS OF THE UNITED STATES

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES

WITH RESPECT TO

TRANSITION ASSISTANCE PROGRAMS (TAP)

WASHINGTON, D. C. MARCH 19, 1992

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for inviting the Veterans of Foreign Wars of the United States (VFW) to participate in this hearing. Our 2.2 million members, who represent some 10,900 VFW posts worldwide, have a very keen interest regarding the national effort to assist active duty personnel and their families return to civilian life. Of primary concern to the VFW is that portion of this assistance program that deals with employment.

At the VFW's recently completed National Convention, held in August 1991, eight specific TAP resolutions were enthusiastically endorsed and unanimously approved. Two of these resolutions have since become law. Briefly stated our unfulfilled resolutions are as follows:

Resolution Number 612 requires that all active duty military personnel who are being separated early from the service be formally advised that they may not be able to use their educational benefits as originally planned.

Resolution Number 623 asks Congress to adequately fund that portion of the Department of Veterans Affairs (VA) to allow qualified VA personnel to conduct scheduled VA entitlement briefings as a mandatory part of all military service separation and retirement programs.

Resolution Number 633 deals exclusively with the problem that those military personnel who contribute to the Montgomery G.I. Educational Program will not recover their money if they are required to leave the service because of a disability or a significant change in personal circumstances.

Resolution Number 644 addresses the fact there is presently no federal program devoted exclusively to veterans for vocational training and retraining. We estimate $60 million dollars would be required to begin such an effort and we suggest that this new function should be administered by the Assistant Secretary for Veterans' Employment and Training (VETS) within Department of Labor (DOL).

Resolution Number 647 is designed to replace the present Veterans' Readjustment Appointment (VRA) Program, which will expire in December 1993, giving veterans a hiring preference for certain federal employment. We therefore ask Congress to establish a new permanent federal noncompetitive employment program perhaps entitled "Veterans Recruitment Authority", that would expand eligibility to all disabled veterans, as well as all veterans who have been awarded a campaign or expeditionary medal since the end of the Vietnam era.

Resolution Number 732 asks Congress to enact legislation giving veteran preference in all public employment programs to combat veterans of Desert Storm, especially to those reservists who were called to active duty and ultimately discharged prior to completing at least 181 consecutive days of service.

Copies of these resolutions are attached to our written statement.

The two resolutions that have been enacted into law since last August are those that called for enlisted personnel to receive severence pay if they were separated from active duty primarily as a result of a reduction in force (RIF); and the requirement that unemployment compensation benefits be paid to ex-servicemembers on the same basis and for the same duration as all unemployed workers without regard to whether their separation under honorable conditions, is voluntary or involuntary. We certainly appreciate the support and effort the full Committee On Veterans Affairs went to in helping to shape these bills and ultimately to obtain their final approval as laws favorable to veterans. Your actions have obviously corrected two glaring, long-standing inequities

Bob Wallace, the present VFW Commander-in-Chief, brings a great deal of personal expertise regarding veteran employment issues to our national organization. The VFW TAP guidance that he has issued is clear, concise, and reflects his own hands-on employment experience in creating relationships and partnerships with federal, state, regional, and private agencies that offer jobs and training programs to veterans. Specifically, he recommends the VFW, along with all other concerned veteran service organizations, synergize all efforts in support of military personnel leaving the service, that we minimize duplicative efforts, and, along with involved federal departments, we should better use existing resources and work collectively to ensure that TAP becomes an effective and efficient program, as soon as possible doing what it is designed to do.

Historically, we recall that TAP was part of the 1991 Defense Authorization Act passed into law on November 5, 1990, as P.L. 101-510. More specifically, three sections contained in Chapter 58 of this piece of legislation, entitled "Benefits And Services For Members Being Separated Or Recently Separated" impacts directly on this morning's hearing. They are sections 1142, 1143, and 1144 of title 10, United States Code.

Section 1142 deals exclusively with Department of Defense (DOD) requirements to have each branch of service conduct pre-discharge/pre-separation counseling and to ensure that the medical records of servicemembers being medically separated or retired are made available to VA within 60 days of a servicemember's final discharge. The VFW has two general comments on these missions.

The first, regards our impression that not all separating servicemembers are receiving the top-notched preseparation counseling that was intended by this body. On the one hand, the Army has moved with deliberate speed in establishing and expanding the Army Career and Alumni Program (ACAP), through which much of its preseparation counseling services are provided.

However, it appears that all other services are making slower but steady progress in meeting their obligation to separating veterans. The Army, by far, has been more aggressive in establishing its delivery system. During the early stages of ACAP, Department of Army officials met with the VFW and other service organizations and solicited our suggestions and input in an effort to further improve upon their delivery system.

In one instance, we pointed out to officials that we had witnessed several incidents through our outreach efforts where at certain installations preseparation counseling was not being offered to servicemembers assigned to medical holding companies. Soldiers in this type situation had essentially "fallen through the cracks" and were not receiving vital counseling services from either ACAP or DTAP. We suggested that a special effort needed to be made to ensure that soldiers separating with disabling conditions have every opportunity to avail themselves of the services offered through ACAP. The Army was quite receptive to the suggestion. They later informed us that a process had been worked out with the Patient Administration Division of the Office of the Army Surgeon General, whereby, Physical Evaluation Board Liaison Officers (PEBLOS) in Army hospitals would include ACAP in their briefing. In other words, it is now the responsibility of the PEBLO to interface with the Base Transition Assistance Office to ensure that the disabled soldier has access to all services provided through ACAP.

All indications are that the other service branches have opted to meet their obligation to separating veterans under P.L. 101-510 through existing structures. In the case of the Air Force, the Base Family Service Center and Department of Labor/State Employment Service sponsored Transition Assistance Programs (TAP) serves as the primary agencies for providing preseparation counseling services. According to our information, the TAP currently operates at approximately 60 Air Force installations with another 7 sites scheduled to start up during the current fiscal year. We are informed that the Air Force has made a special effort to train its personnel to become "facilitators" and to upgrade the training of its Family Center managers. To date, approximately 168 Air Force personnel have received training through the National Veterans Training Institute (NVTI) including some overseas personnel. Their goal is to have 288 persons trained by the end of the current fiscal year.

Section 1143 is devoted almost exclusively to the DOD requirement to establish permanent employment assistance centers at appropriate military installations. In addition, each branch of service is required to give a "one time only" hiring preference in nonappropriated fund activities to those servicemembers who are being involuntarily separated and their dependents. We understand that servicemembers can earn college credits or gain civilian experience and training by passing a certification examination. This program is the Defense Activity for Non-Traditional Educational Support (DANTES) which is conducted by the installation education officers. Many nationally recognized professional associations accept the certification that is earned while still on active duty. This is certainly a very positive program and one that should be encouraged for possible use in the private sector of our economy as well.

Last, and most important from our point of view, is section 1144 entitled "Employment Assistance, Job Training Assistance, and other Transitional Services: Department of Labor." The primary agency charged with establishing the overall framework of references and responsibilities with DOD and VA for TAP is DOL's Veterans Employment and Training Service (VETS). Unfortunately, the Administration's FY 1993 Budget for VETS is $179.8 million. This is some $1.1 million less than their FY 1992 request.

The VFW strongly believes this reduced funding will mean fewer Local Veterans Employment Representatives (LVERs) and Disabled Veterans Outreach Program specialists (DVOPs) will be available to support the TAP mission of providing employment services to job-seeking veterans and disabled veterans as early as six months prior to their separation. VETS must also be careful not to divert available LVERs and/or DVOPs from any ongoing mission that will significantly interfer with their provisions of services or benefits to existing eligible veterans. The point being made is that in the present state of the economy and our generally high national unemployment rate, we think military personnel who are about to enter the private or civilian sector of the economy need all the help they can get to obtain a job. Congress has authorized a total of 1,600 LVER positions and 1,885 DVOP positions. The VFW regards these numbers as a "floor" rather than a "ceiling". However, VETS is planning to hire only 1,397 LVERs and only 1,641 DVOPs which in both cases is about 87 percent of these authorized specially trained employment technicians. We strongly urge this subcommittee to take necessary actions to help correct this problem.

Another significant area of VETS responsibility regards their public information requirements to provide preseparation guidance concerning federal, state, and local veteran programs, and information relating to materials and programs of military and veterans service organizations that can be of help to such members after separation from service. Under this general function VETS has the overall responsibility to ensure that DOD's preseparation counseling projects are adequate and that the military medical records are being forwarded to VA in a timely manner.

In summary, the VFW recalls that in July 1991 the Assistant Secretary of Labor for VETS stated before this subcommittee that TAP would expand during FY 1992 to 168 military installations and that some 1,200 briefing would be conducted. It was also stated that additional personnel would be hired on a temporary basis to meet the expected increased counseling demands on LVER and DVOP staffers. At this point in time, half-way through FY 1992, the VFW has not been called upon for assistance of any sort. Nor, for that matter, has our service organization received any progress reports from VETS identifying by military installation or even by state the number of active duty personnel being counseled, tested or involved in job development, referral to training, or placements in employment. These are just some of the obvious benchmarks by which TAP should be measured.

In closing, I repeat that the VFW is anxious to become part of any action program to assist in making TAP a meaningful, cost-effective combined effort.

I am prepared to answer any questions. Thank you.

STATEMENT ON TRANSITION ASSISTANCE PROGRAM

TO THE
SUBCOMMITTEE ON EDUCATION,
TRAINING AND EMPLOYMENT
VETERANS AFFAIRS COMMITTEE
U.S. HOUSE OF REPRESENATIVES

BY
NORMAN E. PEARSON
NATIONAL EXECUTIVE SECRETARY
FLEET RESERVE ASSOCIATION

Not to be released until made public by the
House Committee on Veterans Affairs

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INTRODUCTION

Mr. Chairman, Members of the Subcommittee on Education, Training and Employment. I come before you today representing the 150,000 active duty, reserve and retired personnel of the U.S. Navy, Marine Corps, and Coast Guard who are members of the Fleet Reserve Association. We believe that further enhancements to the Transition Assistance Program are necessary and warranted because of the severe impact the military drawdown will have on separating service members. Because of our experience in having to adjust to the civilian job market after military service and our study of the effectiveness of the Transition Assistance Program (TAP), we believe that our testimony will be helpful to the Subcommittee's consideration of this matter.

First, Mr. Chairman, we wish to express our deep appreciation for the opportunity to present our views. We also wish to commend you and the members of the Subcommittee for your decision to hold hearings on the effectiveness of the Transition Assistance Program. As you are well aware, many veterans organizations - including the Fleet Reserve Association - have expressed dissatisfaction with various programs implemented over the years on behalf of our nation's veterans. Mr. Chairman, I wish to begin our testimony today by assuring the Subcommittee that the FRA is not here to communicate dissatisfaction with TAP. Mr. Chairman, we are here to make recommendations to further enhance the Transition Assistance Program.

The Congress is considering programs to drawdown our military. We must develop plans to manage the drawdown so that veterans have real opportunities for future productivity. It is essential that we provide challenging avenues for professional career development for those who will have to leave the military services in the coming years. The Transition Assistance Program is a sound beginning for the veteran, but it falls short of what is needed by present and future veterans to readjust to the civilian job market.

Most of the veterans leaving the services with a technical background will have an easier time finding a job than those in military ratings such as boatswain's mate whose skills will not transfer as readily to the civilian job market. In short, the effects of the drawdown will be felt most severely by service members, who are confronted with starting a civilian career, but do not have the specialized skills required by many employers.

The Voluntary Separation Incentive (VSI) and Special Separation Benefit (SSB) programs were authorized by the Congress to help the Department of Defense reduce the size of the armed forces. Congress has been clear about its interest to avoid serious SKILLS and GRADES imbalances within the services. This situation has occurred due to the unprecedented retention rates which have occurred in the military as a result of the faltering economy and the lack of available jobs in the civilian market. Mr. Chairman, those veterans that will be asked to leave may not have the high tech skills necessary to successfully compete in the civilian job market.

The Department of Defense states that "the majority of the manpower reductions will be accomplished through voluntary separations and early retirements. The timing, scope, and magnitude of the reduction to our current all volunteer force may require involuntary separations of some military personnel who are not eligible for retirement." While the Defense Department prefers not to use involuntary separation they have stated that "the consequences of not using this alternative could be severe." Mr. Chairman, the current military member is of the highest quality this country has ever had and these military members entered the services to make a career of the military. Those members who are involuntarily separated will be affected in ways we do not understand and possibly never will. It is imperative that the Congress provide vehicles for these affected individuals to readjust to the civilian job market.

The feelings within the Department of Defense and we sense the Congress is to avoid involuntary separation. Without question, involuntary separation could adversely affect the morale of the military member and cause many of our nation's brightest and most qualified personnel to also leave the military. The focus of the Department of Defense is to retain the BEST and the BRIGHTEST while releasing the least qualified. Mr. Chairman, a warning flag needs to be raised, it is how fair and equitable the drawdown is managed that will influence the morale of the members of the armed forces in the long run.

JUSTIFICATION FOR REFORM

The transition assistance process is well under way. In an effort to find out how the program was working we visited TAP workshops, interviewed several Local Veterans Employment Representatives (LVER) and took testimony from veterans who had participated in TAP.

Here is what we found:

1) There's not enough time in a three-day TAP workshop for the training needed by departing veterans;

2) There are problems with getting the separating military member into the TAP program;

3) Veterans believe they are not getting the right information and feel they are not properly prepared to deal with the civilian workforce when they enter their respective state employment office;

4) The average veteran who seeks job services at the state employment office does not have the specific skills or experience required to qualify for the workforce. While the veteran may believe that they can do the job, employers are after people with up to date skills that can go into a position immediately;

5) Many veterans are fed up with trying to receive their educational benefits and employment benefits and some have just given up;

6) Many veterans feel that there is a stigma attached to filing and collecting unemployment. Some are not even aware that they are eligible for unemployment benefits;

7) Companies that have a high ratio of veterans working for them such as defense contractors are retrenching and are not offering the jobs that used to attract veterans; and

8) There are not enough training programs for our veterans, the very people that the military is cutting are the ones that need training the most.

Mr. Chairman, possibly no segment of the American workforce is experiencing as much change as the military veteran. There is clearly widespread concern among the active duty military and indeed veterans organizations over how the government is going to respond to the needs of these military veterans now and in the future.

Mr. Chairman, the departing military veteran will face a recessionary economy and high unemployment. They will find it increasingly difficult to find and obtain jobs and this situation will become more pronounced as the military drawdown accelerates.

RECOMMENDATIONS

There is an apparent paradox between the difficulty that transitioning military personnel have securing employment in the workplace, and the gratitude that the Country feels for their military contribution. This suggests that there is a need for special federal policy options that provide tangible support and special transition programs that provide them with the skills and services to earn a living. They include:

1) Expanding research and developmental activities to address the career change patterns which appeal to military personnel making the transition to civilian life;

2) Assisting states and local educational agencies to establish educational and occupational services, and brokering those services near military installations to provide high-impact vocational training; and

3) Supporting legislative initiatives which offer targeted tax credits to employers which hire military personnel who have been displaced because of downsized military services.

EXPANDING RESEARCH TO ASSESS CAREER CHANGE PATTERNS

Research strategies should address the relevance of programs that service retiring military personnel. A number of universities already have made significant investments at military installations with off-campus degree programs. For example, the University of Maryland, Southern Illinois University, Emory Riddle and Webster University all have national reputations for their programs. These same universities have the expertise to conduct applied research and development in areas such as: identifying incentives for displaced military personnel who enter civilian employment; information clearing house resources that link military personnel with jobs in the private sector that match their military skills; for developing an individualized career plan for each affected veteran; and continuing public opinion research and other support programs that encourage employers to hire transitioning military personnel.

BROKERING EDUCATIONAL AND OCCUPATIONAL SERVICES

A comprehensive vocational education system is already in place to assist individuals making the transition from military to civilian life. Close to most of the military installations in the United States is a comprehensive system of institutions offering vocational, technical, and professional education. Among others, they include area vocational centers, post-secondary area vocational schools, community colleges, technical institutions, specialized post-secondary schools, and four-year colleges that offer degree programs and updated professional skills.

The Fleet Reserve Association supports amending the Carl D. Perkins Vocational and Applied Technology Education Act of 1990, to include a special set-aside for military personnel making the transition to civilian life. An ongoing system of vocational education can provide short-term, high-impact job-specific training for military personnel interested in potential employment in a particular, narrowly defined job. Programs should be designed to prepare transitioning military personnel for a particular job with a particular employer. Here we are talking about one-on-one placement services. We also suggest that states and local education agencies close to military installations have the opportunity to participate in special education/military partnerships where job training can be provided on a cooperative basis to enable military personnel to participate effectively in an increasingly complex workplace.

Several universities now offer specialized programs for transitioning military personnel. For example, Southern Illinois University at Carbondale is providing special training at Kirtland Air Force Base to assist military personnel as they complete their Baccalaureate degree and make the transition into civilian life. Resources provided through the new Perkins legislation could be directed toward institutions that are best able to provide educational and occupational services to transitioning military personnel.

TARGETED TAX CREDITS

Currently, the federal government provides a targeted job tax credit for employers that hire cooperative education students (Section 38(b)(2), Internal Revenue Code). This program offers employers a Federal revenue tax credit for students who are members of economically disadvantaged families.

The Fleet Reserve Association recommends establishing a similar program for military personnel transitioning to civilian life. Specifically, we suggest revising Federal statutes associated with Internal Revenue laws offering employers tax credits for employees who are transitioning military personnel with the following conditions:

1) The transitioning military individual is a first-time entrant into the civilian labor force; and,

2) The displaced military individual was released from active duty as a result of military downsizing.

Eligibility determination for the jobs tax credit could be made by employment offices in the various states and trust territories.

VETS DEPARTMENT OF LABOR BUDGET

The Department of Labor's budget for FY 1992 funds only 1,702 Disabled Veterans' Outreach Program (DVOP) specialists. For FY 1993, the President has requested the same $17.6 million appropriation. With a budget of $77.6 million only 1,641 DVOP positions would be funded in FY 1993. This is below the FY 1992 level and far below the level that will be needed to handle the military drawdown.

Mr. Chairman, one of the first places a military member heads after separating from the military is to the state employment office. The veterans service representative may not be able to help because the demands on the DVOP overmatch their ability to provide services. As a result, many veterans will immediately feel as though the Congress has failed in its promise of help in the transition process.

The number of Local Veterans Employment Representatives (LVER) funded in FY 1992 were 1,449 positions. The FY 1993 budget only recommends funding for 1,397 positions which leaves the Veteran's Employment and Training Service short by an estimated 447 people. We believe that the budget for LVERs should be fully funded, at approximately $90 million, and additional LVERs hired as the demand increases. Funds should be provided on a demand basis not on a fixed budget level. Contingency funding for increasing the numbers of LVERs should be in place prior to the drawdown going beyond current projections. The demand for transition assistance already outweighs the Local Veterans

Employment Representatives' ability to provide high quality essential job services for veterans.

The National Veterans Training Institute (NVTI), which graduates employment specialists that effectively assisted veterans in finding meaningful employment, has gone unfunded in the President's proposed FY 1993 budget. Graduates of this program have greatly enhanced the employment services available for veterans nationwide. The DVOPs and LVERs which serve our nation's veterans should be of the highest caliber possible and should receive the highest quality training available. New personnel hired to run Transitional Assistance Programs and Disabled Transitional Assistance Programs (DTAP) should and need to attend specially designed courses offered at NTVI. As the Department of Defense begins its planned downsizing efforts, employment specialists must be prepared to meet the needs of job-seeking veterans.

The Joint Training Partnership Act, Title IV-C must be revised and updated to reflect an increased national commitment to making the law work for our veterans. We call upon this Subcommittee to lead the way in revitalizing this program and to provide meaningful training and employment opportunities to veterans affected by the current drawdown.

SUMMARY

The Fleet Reserve Association appreciates all opportunities to testify before the Subcommittee on Education, Employment and Training of the House Veterans Affairs Committee. We believe that action by this Subcommittee is needed to assure the transitioning military person an access to civilian work in a timely manner.

We are all concerned about facilitating the career and life redirection of thousands of military personnel who have served their country well and will, very soon, need access to civilian work. We should share a simple goal Mr. Chairman and that is to help these new civilians find work.

Mr. Chairman, I will be glad to answer any questions the members of the Subcommittee may have.

PVA
PARALYZED VETERANS
OF AMERICA
Chartered by the Congress
of the United States

STATEMENT OF

CLIFTON E. DUPREE, ASSOCIATE LEGISLATIVE DIRECTOR

PARALYZED VETERANS OF AMERICA

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

OF THE

HOUSE COMMITTEE ON VETERANS' AFFAIRS

CONCERNING

THE TRANSITION ASSISTANCE PROGRAM

MARCH 19, 1992

Mr. Chairman, and Members of the Subcommittee, it is a pleasure and personal privilege to appear here today on behalf of Paralyzed Veterans of America (PVA), a Congressionally chartered veterans' service organization. PVA appreciates this opportunity to present its concerns as they relate to your review of the effectiveness of current employment and training programs conducted by the Department of Defense, the Department of Veterans Affairs, and the Department of Labor which affect our nation's veterans.

Over the years, providing counseling services, training and employment opportunities to the nation's veterans and disabled veterans has proven to be a beneficial program for the government, the private sector and, especially, for the disadvantaged individual needing assistance in job placement. Today, these programs are no less important and continue as one of the most significant benefits available to former military personnel.

The Department of Defense will greatly reduce the personnel strength of the U.S. Armed Forces over the next several years. In addition to the regular discharge rate, the increasing numbers of military personnel who will be separating from the Armed Forces raise the necessity of properly preparing for their transition to civilian status.

PVA believes it is imperative that individuals, who are separating from the Armed Services, be provided with the very best in counseling and factual information in order to eliminate as many barriers to employment as possible. We are concerned about the effects the DoD drawdown will have on the employment of current veterans, disabled veterans and the military personnel who will be released from the Armed Forces over the next three years.

As a member of the Department of Labor's Advisory Committee on Veterans' Employment and Training, PVA is concerned about the lack of appropriate Administration funding for the Department of Labor to staff the Disabled Veterans' Outreach Program specialists (DVOPs) and the Local Veterans' Employment Representatives' (LVERs) programs at the state level.

The FY 1993 Department of Labor's Veterans' Employment and Training budget request of $170.8 million will fund 288 Federal FTE and 3,038 State positions. However, this FY 1993 budget request eliminates funding for the National Veterans' Training Institute (NVTI). PVA believes that $2 million should be made available to fund the NVTI for FY 1993. Inconsistent funding, due to arbitrary OMB cuts, contributes to the difficulty of successfully conducting essential employment programs that are intended to serve the needs of all people.

Recently released Veterans' Employment and Training Service data indicates that participants in the Transition Assistance Program are making positive strides toward career transition. For example, the program participants appear to be somewhat less reliant on unemployment compensation insurance as opposed to non-participants.

Military personnel who participate in transition assistance find meaningful employment an average of eleven days sooner that those who do not participate.

According to a Preseparation Career Awareness Program study, the average starting hourly wage for transition assistance participants is $9.53 compared to $7.98 for those who have not participated. Mr. Chairman, these numbers are significant and deserve the attention and appropriate action of this Subcommittee, the Department of Labor, and the Department of Defense.

The Department of Defense and the Department of Veterans Affairs both provide transition assistance for military personnel who are eligible for service-connected disability compensation upon separating from the military.

Insofar as the DVA is concerned, the Veterans Benefits Administration (VBA) participates in the Transition Assistance Program (TAP) and Disabled Transition Assistance Program (DTAP) utilizing its own personnel to provide veterans benefits counseling. These programs will further increase the large number of mandated outreach functions that the VBA (through its Veteran Services Program) currently provides. Veteran Services has the responsibility but not the staff to provide these additional services. It is important to realize what these programs mean to separated service members. For example, at the current services level, an applicant can wait up to a year for his or her initial appointment with a vocational rehabilitation specialist.

This delay is attributed to the lack of information provided to the separating servicemembers and the often lengthy claim development for disability compensation. Because of the inordinate delays experienced by veterans many choose to abandon their vocational rehabilitation claims and accommodate their disabilities as best they can.

If adequately staffed, TAP/DTAP personnel will be able to provide VA with needed medical information and application forms at the time of a servicemember's separation. The time is long overdue to stop the charade of authorizing programs without providing a stable funding source to implement and administer them properly. However, a systematic exchange of computerized information at regular intervals between VA and DoD on military personnel planning on separation would be beneficial to all veterans as they make the transition back to civilian life.

PVA strongly believes that all service-disabled veterans, regardless of their period of service, should receive permanent and foremost preference in employment training and job placement programs.

Mr. Chairman, that concludes my testimony. I will be happy to answer any questions you may have.

STATEMENT

BY

ROBERT G. MILLER

LEGISLATIVE ASSISTANT

ON

TRANSITION ASSISTANCE PROGRAM

TO

THE SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

HOUSE VETERANS AFFAIRS COMMITTEE

MARCH 19, 1992

Air Force Sergeants Association

INTERNATIONAL HEADQUARTERS, POST OFFICE BOX 50, TEMPLE HILLS, MD 20748

Mister Chairman and distinguished members of the House Veterans Affairs Subcommittee on Education, Training and Employment

The Air Force Sergeants Association is very concerned about the effects the drawdown is having on military personnel and their families as they are forced from their chosen military careers into a civilian economy that is plagued with recession and high unemployment.

In early 1991 we created a major new employment assistance program for Air Force enlisted personnel to translate our concerns into action. Since then thousands of personnel have benefitted from this program which provides self-study materials, a job search resource book and actual job placement opportunity. As part of the Post-Military Employment Program, our staff have visited numerous bases and have observed the inception and operation of the Transition Assistance Program (TAP) in a wide variety of situations.

We truly appreciate having this opportunity to convey these experiences and to present our views on behalf of our 168,000 members and all active duty, retired and enlisted personnel of the Air Force, Air National Guard and Air Force Reserve.

AFSA has been a strong supporter of the Transition Assistance Program (TAP), authorized by Congress pursuant to Public Law 101-510, and it has been an excellent step toward helping the deserving men and women in uniform to adjust to new roles in civilian life. The intent of the program and of those individuals who are responsible for administering the program, within the Departments of Labor, Defense and Veterans Affairs is commendable. However, there is plenty of room for improvements in the implementation of the program.

We have observed varying degrees of timeliness and effectiveness of TAP among the services and locations nationwide. To better meet the needs of our transitioning personnel, AFSA recognizes the need to increase funding and staff positions; expand training of counselors; develop a uniform standard program for all locations in all services. Improve timeliness of services; decrease tax burdens; pay more attention to unemployment compensation eligibility; and expand education/vocational training and job placement benefits.

Our most urgent concern pertains to the many veterans who are forced to leave and do not have the high tech skills necessary to successfully compete in the civilian job market. We are greatly concerned about members who are involuntarily separated. Those individuals who elected the Voluntary Separation Incentive (VSI) and Special Separation Benefit (SSB) in lieu of the possible involuntary separation are also "forced out" for the convenience of the government.

All these members paid the sacrifice and successfully performed the mission that resulted in the winning of the peace for all Americans. These "instant veterans" earned the right to the best counseling, vocational training and employment services that are possible through the cooperative efforts of the Departments of Labor, Defense and Veterans Affairs.

Our review of the implementation of TAP to date has indicated that assistance is too little and too late. For example, we have found the following deficiencies:

- Lack of educational benefits.
- Lack of job placements.
- Lack of vocational training/retraining
- Lack of aggressive interface with national employers.
- Increasing responsibilities for Disabled Veterans Outreach Program Specialists (DVOP) and (LVER) Local Veterans Employment Representatives while resources decrease.
- Lack of effective central control of the entire program.
- Lack of incentives for Employers to hire veterans.
- A tax burden that is detrimental to the objectives of the VSI/SSB.
- Many poorly trained counselors.
- The 3-day TAP workshop does not provide enough time for the

training needed.

- Many veterans are not aware of their eligibility for unemployment benefits. In fact, many may not be eligible for unemployment compensation in some states because of the improper wording in discharge certificate that indicate voluntarily separation, rather than "for the convenience of the government."
- Often, members receive transition counseling within 30 to 60 days prior to separation, rather that at least six months prior to separation, as it should be.

To correct the deficiencies and enable TAP to accomplish the objectives for which it was established by Congress, we offer the following recommendations:

RECOMMENDATION: Inclusion of comprehensive assessment testing, similar to the current Armed Services Vocational Aptitude Battery (ASVAB) administered upon enlistment, to include skills, aptitude, interests and personality inventories, to assist them in deciding among a variety of avenues those opportunities which are most likely to be successful for them.

RECOMMENDATION: Establish a central office to manage and coordinate the overall program. The office of the Assistant Secretary of Labor for Veterans Employment and Training (OASVET) might be the most practical choice, to oversee all TAP Program actions and responsibilities of the Departments of Labor, Defense and Veterans Affairs.

RECOMMENDATION: Expand research and developmental activities that will identify the most effective career change preparations for military personnel transitions to civilian life.

RECOMMENDATION: Coordinate existing vocational education programs with job placement systems and provide legislation that would establish a permanent on-going job-training and job-placement system for transitioning military personnel.

RECOMMENDATION: Revise IRS laws to offer tax credits to employers who hire former military personnel who are transitioning to civilian life.

RECOMMENDATION: The (DVOP) and (LVER) specialists, who serve the needs of job-seeking veterans should be highly qualified and receive the best training available. The National Veterans Training Institute (NVTI) has gone unfunded in the president's proposed FY 1993 budget. This must be corrected. All the people tasked with running TAP and DTAP must receive the training necessary for an effective program.

RECOMMENDATION: Establish controls to ensure that all separating personnel receive all required transition counseling up to 10 months prior to separation but no later than six months prior to separation.

RECOMMENDATION: Establish controls to ensure each separating member receives professional counseling on a standard list of required subjects before separation that should include:

- Veterans benefits and entitlements.
- VA Compensation (disability).
- Job applications and interviewing skills.
- Job search techniques.
- Employer research.
- Resume and cover letter preparation.
- Effect of career change on member and family and the truth about the problems and competition they will face.
- Financial planning.
- Educational benefits.
- Reserve opportunities and procedures.
- Job search and placement assistance.
- Relocation information.
- Medical and dental coverage availability.

RECOMMENDATION: Establish controls to ensure maximum participation in TAP and DTAP classes. The current participation rate of 21 percent is unacceptable.

RECOMMENDATION: Department of Labor's Veterans Employment Training Service (VETS) should hire at least 1885 personnel for DVOP and at least 1,600 for LVER, which Congress has authorized.

RECOMMENDATION: Set aside from the peace dividend; at least $75 million funding for the DVOP and LVER provided through VETs.

RECOMMENDATION: Rejuvenate the Job Training Partnership Act (JTPA), Targeted Jobs Tax Credit (TJTC) and the Veterans Job Training Act (VJTA). We urge Congress to pass S. 2515, Veterans' Employment and Training Act of 1992, introduced by Senator Dennis Deconcini (D-AZ) on April 2, 1992.

RECOMMENDATION: Increase educational compensation benefits. Currently, the Montgomery G.I. Bill provides benefits that pay for about 42 percent of state college expenses for veterans. For veterans of previous wars, education compensation benefits met almost 100 percent of their state college expenses. Our new veterans deserve at least as much.

RECOMMENDATION: Revise eligibility criteria to include all veterans. AFSA strongly believes all veterans, regardless of their period of service, should receive permanent on-going employment training and job placement services.

RECOMMENDATION: Although VSI and SSB is taxed during the year it is received, the member should be eligible for a tax credit equal to ten percent of the annual payment.

RECOMMENDATION: The requirement for a member to repay VSI if he/she later becomes eligible for Reserve retired pay discourages participation in the Reserve. For example, an E-6 with ten years of service would have to pay back over $90,000 if he/she joined the Selected Reserves and became eligible for reserve retired pay at age 60. We recommend the reduction of one day in VSI payment for every day the individual receives reserve pay, which would not be sufficient disincentive to keep someone from joining the Selected Reserves. For example, the E-6 with ten years of service would receive $200 for a four drill weekend and have his/her VSI payment offset only by $25, thus, yielding a gain of $175.

RECOMMENDATION: Congress should pass H.R. 4320, introduced by Congressman Albert G. Bustamante (D-TX) to provide extended medical benefits under the CHAMPUS program for military personnel who have served eight years or more and are involuntarily separated or who opt for an "early out."

SUMMARY: AFSA emphasizes the need for a centrally managed fully coordinated program that provides the greatest possible expertise and services with the resources necessary to successfully perform this worthy mission for the thousands of veterans who have sacrificed so much for all of us. The successful transition into civilian life of our veterans will provide a tremendous investment in the future of our country and will provide a ten-fold return on that investment.

It is time to stop the self-defeating trend of authorizing good programs without ensuring the funding and management controls are in place to administer them adequately to meet the intended objective(s). We all share the same goal, but we need to pay more attention to the implementation of the plan to reach that goal. This concludes our testimony.

Thank you for allowing AFSA this opportunity to present its views.

STATEMENT FOR THE RECORD

OF

AL SCOTT, COMMISSIONER

GEORGIA DEPARTMENT OF LABOR

in association with the

VETERANS' AFFAIRS SUBCOMMITTEE

ON EDUCATION, TRAINING AND EMPLOYMENT

U. S. HOUSE OF REPRESENTATIVES

concerning the

TRANSITION ASSISTANCE PROGRAM

MARCH 19, 1992

Georgia's involvement with the Transition Assistance Program (TAP) has expanded in the past four months from serving two Army sites, Fort Benning, Columbus and Fort McPherson, Atlanta, to five. New programs have been implemented in conjunction with the Army at Fort Gordon, Augusta and Fort Stewart, Savannah and with the Air Force at Warner Robins. Since my testimony before this Subcommittee in July 1991, more than 2,200 additional individuals have completed training, bringing to 3,750 the total served in TAP since its inception in Georgia just two years ago. Most participants have been male, non-commissioned officers or enlisted personnel with an average length of service of ten years.

During the remainder of 1992, TAP will become operational at three other Georgia locations -- Dobbins Air Force Base, Marietta; Moody Air Force Base, Valdosta; and the Marine Logistics Base, Albany.

Thus far, seven DVOPs and seven LVERs have been trained by the National Veterans' Training Institute (NVTI) to serve as facilitators at the five active locations. Currently, one DVOP is used exclusively for TAP, eight others devote an average of 25 percent of their time to TAP activities, and the remainder participate on a regular rotating basis. While involvement of veterans' staff in TAP has been rewarding, their absence has created difficulties in the local Employment Service (ES) offices where they were stationed. Veteran intake in these offices has risen sharply, and we anticipate serving approximately 20,000 more veterans this year than in the previous year -- a 25% increase.

Since we are not only faced with serving the recently separated veteran but also those laid off by defense contractors and other major private-sector employers, the current understaffing of 330 DVOPs and LVERs nationwide is indefensible. The proposed FY93 budget makes matters worse, underfunding the required statutory level by nearly 450 positions. In Georgia -- which will be involved in 10 TAP sites by the end of FY1992 -- this translates into a current understaffing of some 16 positions and a projected understaffing of 23 positions in FY93. That is a clear indication the Administration has not faced up to the crisis we see in veterans' services. Furthermore, the severe reduction in Wagner-Peyser funding since 1981 has crippled states' ability to draw upon "basic" ES staff as backup to meet the challenges of military downsizing.

In previous testimony I proposed a method for recalculating the formula for DVOPs and LVERs as a partial solution to staffing problems. Present staffing is calculated according to resident veteran populations of states and the number of local offices. This allocation does not take into account such considerations as the distribution or size of military bases within each state and plans for downsizing military and civilian operations. Specifically, LVER and DVOP staffing levels for states must be adjusted to address both the number of military personnel projected to be separated in each year of DOD's downsizing plan and the planned number of separation centers.

While adequate financing is a prerequisite for a quality transition system, we believe it is also critical that the Employment Service -- with experienced staff specializing in veterans' services -- be the focal point for administering and operating the Transition Assistance Program. With close ties to employer community and human resource programs, the Employment Service already has a track record of bringing together employers who need qualified workers and workers who need jobs, as well as providing effective referral to programs which offer retraining or enhancements of current skills to meet workforce demands of the future.

In order to operate an effective program, the various agencies with designated transition roles must form a true partnership that promotes a single mission and service delivery system. In Georgia, we have encountered duplication between CAP and ACAP activities and instructional materials. Some military transition managers have shortened the length of TAP sessions and increased the number of individuals at each session. The result has been confusion and a decreased opportunity for interaction and personal attention. While the NVTI TAP curriculum has proven effective thus far, its abridgement may produce less than desirable results.

We also see further opportunity to avoid duplication by enhancing an existing nationwide system, the Employment Service's Interstate Job Bank (IJB). In our opinion, separating military personnel and others affected by downsizing would be more effectively served by such an enhancement rather than the investment of scarce resources in parallel DOD automated systems. More importantly, this system is available to serve veterans long after they have returned to civilian life.

Leadership and financing by our federal partners are needed to generate positive outcomes. Perhaps a portion of the $150 million in DOD funds made available to ETA to aid in the dislocation challenge should be earmarked directly to the Employment Service to increase the numbers of DVOP and LVER staff, maximize the potential of the IJB, and create an effective follow-through capability to ensure that veterans do not fall through the cracks.

Now that more states have gained broader experience with TAP, it is time for ASVETS to promote TAP enhancements by using feedback from workshop facilitators and program administrators. Forums for sharing best practices and upgrading facilitator skills could be particularly beneficial at regional and national levels. Other approaches could include periodic newsletters and a series of issue papers addressing innovative activities and highlighting accomplishments. Given its excellent past performance, the National Veterans' Training Institute would be an ideal vehicle for these initiatives.

I appreciate this opportunity to present our views on the Transition Assistance Program and make recommendations for improvements. I would be most pleased to provide additional information or testimony on this matter in the future at the pleasure of the Subcommittee.

WRITTEN COMMITTEE QUESTIONS AND THEIR RESPONSE

Answers to Questions Submitted by the Hon. Timothy J. Penny
to the Department of Veterans Affairs
from the Hearing on the Transition Assistance Program
March 19, 1992

QUESTION: 1. Please provide for the record a list of the stations where DVA is currently participating in TAP and DTAP and a description of expansion plans, including dates. We would also like to know the travel costs associated with TAP and DTAP up to this point. Please also include a list of the individuals specifically tasked with TAP/DTAP responsibility at each station as well as an estimate of the time devoted to TAP/DTAP at each station up to this point.

RESPONSE: Lists of Veterans Assistance Service Military Services and DTAP Coordinators for each regional office and the installations for which they are responsible are attached. According to our liaison with DOD elements, we understand that the formal Transition Assistance Program is scheduled to be implemented at more than 200 military installations by the end of FY 1992. A list of expansion sites and anticipated dates for implementing TAP/DTAP is also attached.

A recent survey of our stations revealed that there is a projected shortfall of travel funds in FY 1992. We have consulted with program services and field activities on this problem on several occasions and are monitoring this situation very closely.

During FY 1992, field stations are using 70 technical FTEE and 3 clerical FTEE in support of the military services/TAP program. About 16 work-study students are also dedicated to this outreach effort. Field station FY 1992 travel expenditures for TAP activities will approximate $250,500.

Based on data provided by our field stations, which was previously provided to the Senate Veterans Affairs Committee, 33 FTEE and $121,000 in travel are estimated to be devoted to DTAP activities in 1992.

QUESTION: 2. In your statement, you mention that future DTAP actions, contingent upon the availability of resources, include expansion of the program to more installations, additional training of DTAP coordinators at NVTI, and release of a special DTAP videotape and instructor's guide.

Under the funding levels contained in the President's budget, can these goals be accomplished? If not, what funding level would be required to meet these goals?

RESPONSE: In FY 1992, DTAP activities are being conducted at 222 sites. In FY 1993 we will be expanding to 235 sites. To date we have trained 33 VR&C staff at NVTI, and will send 8 more individuals during the remainder of FY 1992. We are exploring other options and funding sources to continue to provide this type of training.

The DTAP videotape script has been written and production is scheduled for mid-May 1992. In late summer it will be shown in a satellite training conference. The instructor's guide has been written and is in the concurrence process. We anticipate release to the field during 1992.

QUESTION: 3. In your statement you note that VR&C has had to redirect field staff away from normal counseling duties in order to accomplish the DTAP mission.

What effect have TAP/DTAP had on regular pending caseloads in the Vocational Rehabilitation and Counseling Service?

On "time in applicant status" statistics?

RESPONSE: Currently in FY 1992, we have 33 FTEE devoted to DTAP activities. Only 15 FTEE have been funded. We conclude that 18 FTEE have been redirected to DTAP from other VR&C activities.

Through January 1992 the Vocational Rehabilitation Service has experienced an eleven percent increase in caseloads.

In order to manage this workload increase, we have utilized contracting services to a greater extent, which frees up staff time. In 1991, 2,649 Vocational/Educational counseling cases were completed, of which 1,328 were contracted. In the first quarter of 1992, 1,144 Vocational/Educational counseling cases were completed, of which 480 were contracted.

In addition, VR&C Counseling Psychologists are conducting group orientations, which provide applicants with information on VA's Vocational Rehabilitation Program. After these sessions, some veterans, after learning about our services, choose not to pursue their application. The remainder are scheduled for an initial appointment.

In the first quarter of 1992, we've had a full day decrease in "time in applicant status." This is due in part to the above cited actions, as well as the streamlining of our application process.

QUESTION: 4. What has been the effect of TAP/DTAP on the ability of Veterans Services staff to fulfill their other responsibilities?

RESPONSE: Our field managers report that military services workload is predictably heavy in those states having large military populations and/or numerous military installations. These offices are particularly stressed with workload management concerns.

Workload reports for this fiscal year to date show high workloads in all key Veterans Services responsibilities. Traditional Veterans Assistance contacts have increased between 6 and 10 percent depending on the end product.

Away from office/field responsibilities have increased even more dramatically--partially attributable to military services work. For example, away-from-office interviews are up 60 percent over the prior year work and miles traveled have increased 144 percent over the prior year.

Military services is a major cause of workload increases. A high degree of local effort, some organization realignment, a reduction in administrative requirements and improved automation have all come together to assist the program in accomplishing higher levels of work.

Field stations are currently diverting approximately 20 FTEE from traditional VSD workloads to support the military services transition efforts (above the 50 FTEE designated).

Diversion of this staff time has contributed to a decline in timeliness of at-office personal and telephone interviews. A continuation of our unacceptable blocked call rate (over 30 percent) may also be attributed in part to this diversion of FTEE.

QUESTION: 5. What is the effect of travel fund restrictions on the ability of DVA staff to participate in TAP/DTAP? I understand that one station near a large military base is not doing TAP/DTAP because less than $13 is available for travel.

RESPONSE: There is intense competition in programs for scarce travel dollars. Because a travel limitation is part of the Department's annual appropriation, often funds are available but we are limited by a travel ceiling, so these funds cannot be used for travel. Without adequate travel funds, stations are challenged in providing TAP/DTAP services at military sites located away from the regional office. The frequency of our coverage is also affected by the availability of travel funds. We are monitoring travel very closely and are working against a severe limitation.

QUESTION: 6. I understand that DVA is not included in the formal TAP/DTAP assessment now being conducted by the Department of Labor. Is this correct?

Can a thorough evaluation of TAP/DTAP be made without also assessing DVA participation?

Wouldn't information provided as a result of the assessment be helpful to you as you make management decisions regarding this program?

You note in your statement that DVA has visited locations to evaluate the quality of TAP/DTAP presentations, review procedures, and discuss local concerns with VA regional office and military officials. What issues were raised as a result of these visits? What were determined to be program strengths? Program weaknesses?

RESPONSE: Our Department has not been directly involved in the development of the assessment process or in the assessment itself. This is somewhat understandable when one considers that the primary objective of transition assistance is to support employment readiness and full employment upon separation. In addition, VA had no control of assessment funding nor did it contribute resources for that process.

We have, however, had limited discussion with the Department of Labor about the assessment program and some of the anticipated output will be useful to us. Likewise, we will retain the ability to match TAP participants with VA master record and benefits utilization data.

Thus, while there is not a great deal of VA specific information anticipated through the assessment process, there will be enough to help us make certain judgments about the effectiveness of our participation.

We do believe we have sufficient information in hand or expected in the future to support the planning and decision-making process regarding military services.

Our own evaluations based on site visits, data gathering, etc., provide a very positive picture of the work being accomplished and the quality of the partnership among agencies and presenters.

Veterans Assistance Service site visits have confirmed the need for the program and the beneficial features of the program. Perhaps the most notable strength is the demonstrated acceptance and support offered by DOD facilities and servicemembers. If there is a common weakness, it would be the lack of coordination at some military facilities. Restoring or forging local partnerships will always be difficult in some places and with some people.

Vocational Rehabilitation Service site visits demonstrate that when we can be there, our DTAP Coordinators are doing a good job. Our weakness is we estimate that only 25 percent of potential eligibles are currently receiving DTAP information.

QUESTION: 7. On the local level, what kind of flexibility is there regarding the timing of DVA's participation in TAP workshops?

I've been told DVA is restricted to the final 2 or 3 hours of a workshop. Is this correct?

If this is correct, isn't the ability of DVA staff to participate in TAP/DTAP severely restricted in areas with several military bases?

RESPONSE: While the TAP curriculum is broadly designed for instructor use, there is great flexibility left to presentation teams for curriculum expansion and modification. Likewise, scheduling of topic areas is left generally to local arrangements.

Thus, VA's participation level, and the timing of that participation, varies greatly from one TAP site to another. In some locations, the VA portion of TAP seminars is as much as a full day. In other locations, it is limited to 1 to 2 hours. In some TAP presentations we are the lead presentation topic, and in others we fit elsewhere in the program.

Wherever possible, VA presenters are also trying to provide personal interview services so that individual benefits counseling and claims assistance is available to servicemembers desiring that aid.

Generally speaking, our staff reports they have been able to work scheduling arrangements out with partners from state employment and the military.

QUESTION: 8. In your testimony, you mentioned that your goal is to provide face-to-face counseling and benefit information to as many separating disabled servicemembers as resources permit.

Up to this point, what percentage of contacts have been face-to-face?

Under the funding level requested in the President's budget for fiscal year 1993, what percentage of contacts will be face-to-face?

RESPONSE: Through FY 1991 and FY 1992 to date, we are pleased--and even a little surprised--at the high percentage of servicemember contacts that have resulted in personal interviews.

During FY 1992, we will have approximately 15,000 face-to-face DTAP participants. It is difficult to project a percentage of face-to-face contacts in fiscal year 1993, but in 1993 our goal is to reach every disabled serviceperson personally, by video or with written packet information.

For Veterans Services, the field staff saw 102,668 servicemembers in TAP seminars, separation briefings and other presentations during FY 1991. We provided personal interviews to more than 25,000 of these persons. This is about 25 percent of the total.

During the first 5 months of FY 1992, we have presented to 115,368 servicemembers and have provided 34,989 personal interviews. Thus, about 30% of our contacts result in these away from office interviews.

Our field staff report that the requests for personal interviews outnumber our ability to provide those field services, especially in the states which have high military populations. While we have provided supplementary staff to help out at some large installations, there is obviously much to do.

Carrying this program into FY 1993, we hope to be able to meet our goal of seeing at least 80% of separating servicemembers in group programs and would also hope to provide personalized services to 30% or more. To do so, however, probably means that other functional responsibilities may be provided less timely.

QUESTION: 9. Are all facilities on military bases now provided for DTAP accessible?

RESPONSE: Accessibility to DTAP work sessions is an absolute necessity. VBA field staff have been instructed to work with staff at military installations to ensure that DTAP meeting space is accessible.

To the best of our knowledge, any problem areas in this regard have been resolved.

We do not expect future problems. There is, however, always a concern should future DTAP sessions be scheduled in a non-permanent meeting room at any site.

QUESTION: 10. In your statement you mention that DVA and the Army are developing a test procedure under which DVA would maintain all service medical records for discharged veterans.

Are you considering doing the same thing with the other services?

Please keep me advised of the progress of the DVA/Army test.

RESPONSE: The proposed recommendation is that the Army will be the first to mail service medical records to the VA for a six month test period. If the test is successful, then the Navy will join the test for an additional six month period, followed by the Marine Corps. If this is also successful, then the Air Force will join. This proposal was conveyed verbally. At this time, the secretaries of military service departments have not agreed to this recommendation. Therefore, a formal DOD position has not been presented for VA's consideration.

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FLORIDA (St. Petersburg)

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380 Westminster Mall
Providence, RI 02903

FTS: 838-4413
COMM: (401) 528-4413
FAX: 838-4382
COMM: (401) 528-4382

Military installations served: Naval Education & Training Center, Newport; Otis Coast Guard Station, Bourne, MA

SOUTH CAROLINA (Columbia)

Virgilio (Bill) Mercadal
Military Services Coordinator
Department of Veterans Affairs
Bldg 4342
Room 140
Hill Street
Ft. Jackson, SC 29207

FTS: None
COMM: (803) 751-7179
FAX: None

Military installations served: Ft. Jackson; Ft. Jackson Transfer Point; Shaw AFB; Myrtle Beach AFB

Columbia (continued)

Delores Hollis
Military Services Coordinator
Department of Veterans Affairs
COMNAVBASE, Bldg NH61
Charleston, SC 29408-5100

FTS: None
COMM: (803) 743-9723
FAX: (803) 743-9725

Military installations served: Charleston AFB; Charleston Navy Base & Naval Hospital; Charleston Naval Weapons Station; Parris Island Marine Recruit Depot; Beaufort Marine Corps Air Station; Beaufort Naval Hospital

SOUTH DAKOTA (Sioux Falls)

Donald Kniffen
Military Services Coordinator
VA Medical & Regional Office Center
P. O. Box 5046
Sioux Falls, SD 57117

FTS: 789-6059
COMM: (605) 333-6845
FAX: 789-6886
COMM: (605) 333-6886

Military installation served: Ellsworth AFB

TENNESSEE (Nashville)

William H. Houston (271G)
Military Services Coordinator
VA Regional Office
110 9th Avenue South
Nashville, TN 37203

FTS: 852-5507
COMM: (615) 736-5507
FAX: 852-5344 (in Adjudication)

Military installation served: Ft. Campbell, Ky; Naval Air Station Memphis

TEXAS (Houston)

Pat Forbes
Military Services Coordinator
3601 Bluemel
San Antonio, TX 78229

FTS: 730-2557
COMM: (512) 229-2557
FAX: 730-2513
COMM: (512) 641-2513

Military installations served: Ft. Sam Houston; Randolph AFB; Lackland AFB; Kelly AFB; Brooke AFB

TEXAS, (Waco)

Frank Scott (271M)
Military Services Coordinator
VA Regional Office
1400 North Valley Mills Drive
Waco, TX 76799

FTS: 728-6782
COMM: (817) 757-6782
FAX: 728-6205
COMM: (817) 757-6205

Waco - (continued)

Ed Bassingthwaite
Military Services Coordinator
2901 Montopolis Drive, Rm 105
Austin, TX 78741

FTS: 728-6782
COMM: (817) 757-6782
FAX: 728-6205
COMM: (817) 757-6205

Military installations served: Bergstrom AFB; Ft. Bliss; Carswell AFB; Dallas Naval Air Station; Dyess AFB; Goodfellow AFB; Ft. Hood; Red River Army Arsenal; Reese AFB; William Beaumont Army Medical Center

UTAH (Salt Lake City)

Gary D. Gallegos (27)
Military Services Coordinator
VA Regional Office
P. O. Box 11500
Salt Lake City, UT 84147

FTS: 588-5194
COMM: (801) 524-5194
FAX: 588-3162
COMM: (801) 524-3162

Military installations served: Tooele Army Depot; Dugway Proving Ground; Defense Depot Ogden

VERMONT (White River Junction)

Edward Lynch (27)
Veterans Services Officer
VA Medical & Regional Office Center
White River Junction, VT 05001

FTS: 834-1320
COMM: (802) 295-9363
FAX: 834-1150

VIRGINIA (Roanoke)

Robert Gray, Jr.
Military Services Coordinator
VA Office
2019 Cunningham Drive, Suite 402
Hampton, VA 23666

FTS: 827-6762
COMM: (804) 441-6762
FAX - COMM: (804) 441-3783

Military installations served: Langley AFB; Ft. Monroe; Ft. Eustis

Brenda J. Harlow
Military Services Coordinator
VA Office
2019 Cunningham Drive, Suite 402
Hampton, VA 23666

FTS: 827-6762
COMM: (804) 441-6762
FAX - COMM: (804) 441-3783

Military installations served: Norfolk Navy Base; Ft. Lee

WASHINGTON (Seattle)

Ralph Osman (272E1)
VA Military Services Coordinator
Department of Veterans Affairs
Building 5115
Ft. Lewis, WA 98433-5000

COMM: (206) 593-6472

FAX: None

Military installations served: Ft. Lewis; McChord AFB

Seattle (continued)

Diane Hanson (272E2)
Military Services Coordinator
VA Regional Office
915 Second Avenue
Seattle, WA 98174

FTS: 399-7067
COMM: (206) 553-7067
FAX: 399-0719

Military installations served: Whidbey Island Naval Air Station; Bangor Naval Submarine Base; Fairchild AFB; Puget Sound Naval Shipyard

WEST VIRGINIA (Huntington)

Jerry E. Sheffield (27)
Military Services Coordinator
VA Regional Office
640 Fourth Avenue
Huntington, WV 25701

FTS: 924-5737
COMM: (304) 529-5737
FAX: 924-5776
COMM: (304) 529-5776

WISCONSIN (Milwaukee)

John C. Kuehl (27)
Veterans Services Officer
VA Regional Office
VA Center
5000 W. National Blvd.
Milwaukee, WI 53295

FTS: 383-5035
COMM: (414) 382-5035
FAX: 383-5037
COMM: (414) 382-5037

WYOMING (Cheyenne)

Doris J. Dickson (27)
Military Services Coordinator
VA Medical & Regional Office Center
2360 E. Pershing Blvd.
Cheyenne, WY 82001

FTS: 328-7439
COMM: (307) 778-7396
FAX: 328-7336

Military installation served: Francis E. Warren AFB

PHILIPPINES (Manila)

Servando S. Franco
Military Services Coordinator
VA Regional Office Manila
APO San Francisco 96528

FTS: None
COMM: (632) 521-7116
FAX - COMM: (632) 521-5056

Military installations served: Clark Airbase; Subic Naval Station; Wallace Air Station

PUERTO RICO (San Juan)

Angel G. Rullan
Military Services Coordinator
P. O. Box 4867
San Juan, PR 00936

FTS: 498-5138
COMM: (809) 766-5138
FAX: 498-6200
COMM: (809) 766-6200

Military installations served: Roosevelt Roads Naval Base; Sabana Seca Naval Base; Ft. Buchanan

DEPARTMENT OF VETERANS AFFAIRS
NATIONAL DIRECTORY FOR
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP)
COORDINATORS

March 18, 1992

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

ALABAMA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Redstone	Montgomery	James Daily	205-290-7179	Bobby Wise	205-223-7145
Ft. McClellan	"	"	"	"	"
Gunter AFB	"	Curtis Ray	205-233-7149	"	"
Maxwell AFB	"	"	"	"	"
Ft. Rucker	"	"	"	"	"
Mobile	"	Jerry Shirey	205-690-2145	"	"

ALASKA

Ft. Wainwright	Anchorage	Jim Ackeret	907-271-2291	Frank Pierce	907-271-2221
Eielson AFB	"	"	"	"	"
Ft Richardson	"	Paul Martin	907-271-2291	"	"
Elmendorf AFB	"	"	"	"	"

ARIZONA

Williams AFB	Phoenix	Charlie Bergstrom	602-640-2725	Scott Nielson	602-640-2725
Luke AFB	"	"	"	"	"
Yuma Proving Grounds & Air Station	"	"	"	"	"
Davis-Monthan	"	Dale Halstead	602-670-6168	"	"
Ft. Huachuca	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

ARKANSAS

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Little Rock AFB	Little Rock	Rex Cherry	FTS740-3780	Ray Ortega	501-370-3780
Blytheville AFB	"	Don Yelvington	FTS740-3780	"	"
Red River Army	"	Bill Brannon	FTS740-3780	"	"
Fort Chaffee	"	Angie Brewi	FTS742-5086	"	"

CALIFORNIA

Long Beach	Los Angeles	Robert Masterson	310-575-7722	Gloria Young	213-575-7588
Naval Hospital	"	Ron Amador	213-494-2966	"	"
Balboa Naval Hospital	San Diego	Bill Glover	619-557-5746	Donald Tisch	619-557-5746
Camp Pendleton	"	Steve Guthauser /Bill Glover	"		"
Naval Station	"	Bill Glover	"	"	"
NAS, Miramar	"	Steve Guthauser	"	"	"
NAS, North Island	"	Bill Glover	"	"	"
March/Norton	"	"	"	"	"
Alameda NAS	San Francisco	David Minor	415-744-7584	John Florence	415-744-7488
Lemoore NAS	"	"	"	"	"
Moffett NAS	"	"	"	"	"
Treasure Is. Naval Support Activity	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

CALIFORNIA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Fort Ord	San Francisco	David Minor	415-744-7584	John Florence	415-744-7488
Presidio Army Base	"	"	"	"	"
Oak Knoll Naval Hospital	"	"	"	"	"
Coast Guard Is., Alameda	"	"	"	"	"
Oakland Army	"	"	"	"	"
Castle AFB	"	"	"	"	"
McClellan AFB	"	"	"	"	"
Travis AFB	"	"	"	"	"
Beale AFB	"	"	"	"	"

COLORADO

Fitzsimmons Medical Center	Denver	Jud Hughes	303-980-2777	John Copper	303-980-2777
Lowry Air Force Base	"	"	"	"	"
Fort Carson	"	"	"	"	"
Paterson Air Force Base	"	"	"	"	"
F.E. Warren Air Force Base	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

CONNECTICUT

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
US Naval Sub Base	Hartford	Tom Bracken	203-240-3392	James Malley	203-240-3396

DELWARE

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Dover AFB	Wilmington	Robert Burton	302-998-0194	Robert Burton	302-998-0194

DISTRICT OF COLUMBIA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Walter Reed AMC	Washington, DC	Connie Bauer	202-208-2390	Thomas Yungman, Ed.D.	202-208-2390
National Naval Medical Center	Washington, DC	"	"	"	"
Andrews AFB	Washington, DC	"	"	"	"
Bolling AFB	Washington, DC	"	"	"	"
Ft. Belvoir	Washington, DC	"	"	"	"
Quantico Marine Base	Washington, DC	"	"	"	"
Ft. Myer	Washington, DC	"	"	"	"
Anacostia Naval Sta.	Washington, DC	"	"	"	"
Washington Navy Yard	Washington, DC	"	"	"	"
Coast Guard Hdqtrs.	Washington, DC	"	"	"	"
DC National Guard	Washington, DC	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

FLORIDA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Egllin AFB	St. Petersburg	John Boyette	904-432-0740	Steven Simon	813-893-3107
Homestead AFB	"	Tom Golabek	305-536-5871	"	"
MacDill AFB	"	Carmen O'Farrill	813-893-3107	"	"
Tyndall AFB	"	David Hutto	904-432-0740	"	"
NAS Jacksonville	"	Francis Brantley	904-791-3438	"	"
NavalTrngCtrOrlan	"	Garfield Rosengren	407-648-6132	"	"
NAS Pensacola	"	Murray Jones	904-432-0740	"	"

GEORGIA

Dobbins AFB	Atlanta	Nancy Hayward	404-347-3791	Patrick Sweeney	404-347-3791
Ft. Benning	"	Don Anderson	"	"	"
Ft. Gillem	"	"	"	"	"
Ft. Gordon	"	"	"	"	"
Ft. McPherso	"	"	"	"	"
Ft. Stewart	"	Marshall Acree	912-920-0214	"	"
Hunter AAF	"	"	"	"	"
Kings Bay Sub Base	"	"	"	"	"
Marietta NAS	"	Nancy Hayward	404-347-3791	"	"
Marine Corps	"	Mike Allen	912-430-8535	"	"
Moody AFB	"	"	"	"	"
Robins AFB	"	"	"	"	"
Warner-Robins	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

HAWAII

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Pearl Harbor Naval Station	Honolulu	Leslie Sakuma	FTS-551-1500	Thomas A. Akamu	808-541-1500
Schofield Army Barracks	"	"	"	"	"
Fort Shafter Army Base	"	"	"	"	"
Barbers Point Naval Air Sta.	"	"	"	"	"
Kaneohe Marine Corps Air Sta.	"	"	"	"	"
Hickam AFB	"	"	"	"	"

IDAHO

Mountain Home AFB	Boise	Jim Sherer	208-334-1063	Jim Sherer	208-334-1063
Idaho Falls AFB	Boise	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

ILLINOIS

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Chanute AFB	Chicago	Leslie Alper	309-677-2414	Kathy Kruger	312-353-9478
Scott AFB	"	Glen D. Mills	608-692-2895	"	"
Rock Island Arsenal	"	Lyle A. Stratton	319-322-2911	"	"
Great Lakes	"	Arthur T. Peals	312-353-4013	"	"
Naval Base	"	/James L. Venchuck	312-353-4013	"	"

INDIANA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Grissom AFB	Indianapolis	Greg Reed	317-226-7906	Don K. Back	317-226-7906
Ft. Harrison	"	"	"	"	"

IOWA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Rock Island Arsenal	Des Moines	Jim Bryant	319-322-2911	Jack Hackett	515-284-4373

KANSAS

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Fort Riley Fort Leavenworth McConnell AFB	Wichita	Joseph Monsam	316-269-6842	Joseph Monsam	316-269-6842

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
KENTUCKY					
Fort Knox	Louisville	Marie Cummings	502-942-3970	Leonard Mullins	502-582-5836
LOUISIANA					
Barksdale AFB	New Orleans	Cheri Silverman	318-226-5425	Kenneth Frick	504-589-6431
MAINE					
Loring AFB	Togus	Fred Judkins, II	207-623-5764	Fred Judkins, II	207-623-5764
Brunswick Air Station	"	Greg Marlett	"	"	"
MARYLAND					
Aberdeen Proving Ground	Baltimore	Dalphine Kinch	301-962-4678	Michael Tomsey	301-962-4678
Ft. Mead	"	"	"	"	"
Ft. Ritchie	"	"	"	"	"
Naval Air Test	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
MASSACHUSETTS					
South Weymouth NAS	Boston	Peter McPhail	508-588-8087	James Bradley	617-835-2630
Hanscom AFB	"	"	"	"	"
Westover AFB	"	Eddie Barnes	508-877-8096	"	"
Ft. Devens HQ	"	David Curry	401-334-3123	"	"
MICHIGAN					
Sawyer AFB	Detroit	Ted Bell	906-774-3300	Robert Dickow	313-226-4300
Wurtsmith AFB	"	Michael Short	616-459-2200	"	"
MINNESOTA					
Minneapolis	St. Paul	George Domstrand	612-725-3165	Verlan Ott	612-725-3165
Fort Snellings Mil Reservation	"	"	"	"	"
MISSISSIPPI					
Kessler AFB	Jackson	Selby Parker	609-965-4861	Selby Parker	601-965-4861

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
MISSOURI					
Ft Leonard Wood	St. Louis	Jim Byars	314-443-2511	Gregory Taylor	314-539-3141
MONTANA					
Malmstrom AFB	Fort Harrison	Robert Turgeon	FTS-585-7637	Fred Jense	406-442-6410
NEBRASKA					
Offnutt AFB	Lincoln	Robert W. Hennings	402-346-8800	Mark E. Brady	402-437-5011
NEVADA					
Nellis, AFB	Reno	John Miller	702-382-7172	Gerald Braun	702-784-5650
Fallon NAS	"	Gerald Braun	702-784-5650	"	"
NEW HAMPSHIRE					
No military installations in this state					

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

NEW JERSEY

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Ft. Dix	Newark	Peter Abramchak	201-645-2646	Richard Franco	201-645-2648
McGuire AFB	"	"	"	"	"
Ft. Monmouth	"	John Gurgick	"	"	"
NEW MEXICO					
Cannon AFB	Albuquerque	David Bear	505-766-2222	Chuck Perkins	505-766-3361
Holloman AFB	"	Harry Jaquez	"	"	"
Kirtland AFB	"	Chuck Perkins	"	"	"
NM Nat. Guard	"	Terry Sanderlin	"	"	"
White Sands Missle Range	"	Harry Jaquez	"	"	"
NEW YORK					
Fort Drum	Buffalo	Dale Gifford	FTS-950-5537	John Grandits	716-846-5262
Griffiss AFB	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

NORTH CAROLINA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Fort Bragg	Winston-Salem	Ray Yarbrough	919-488-7425	Charles O'Bryant	919-631-5453
Pope AFB	"	"	"	"	"
Seymour-Johnson AFB	"	"	"	"	"
Camp Lejeune	"	"	"	"	"
New River AS	"	"	"	"	"
Cherry Point	"	"	"	"	"

NORTH DAKOTA

Minot AFB	Fargo	Joe Dickason	701-239-5637	Kevin Roseland	701-239-5637
Grand Forks AFB	"	"	"	"	"

OHIO

Wright Patterson AFB	Cleveland	William Dreger	614-469-7307	Bruce Holderead	216-522-3534

OKLAHOMA

Fort Sill	Muskogee	Melvin Autend	405-436-1219	Peter Furek	918-687-2143
Tinker AFB	"	"	"	"	"
Altus AFB	"	"	"	"	"
Vance AFB	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

OREGON

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
No military installations of any significant size in Oregon.					
PENNSYLVANIA					
US Naval Base	Philadelphia	Joe Russella /Louis Namm	FTS-486-5497 FTS-486-5436	George Pannebaker "	215-951-5237 "
US Army Barracks	"	George Pannebaker	FTS-486-5238	"	"
PUERTO RICO					
Roosevelt NB	San Juan	Jacinto Santiago	809-766-5492	Sonia Moreno	809-766-5286
Sabana Seca NB	"	"	"	"	"
Fort Buchanan	"	"	"	"	"
RHODE ISLAND					
US Naval Ed & Training Ctr.	Providence	Dennis Johnson	FTS-838-4480	Dennis Johnson	401-528-4426

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
SOUTH CAROLINA					
Charleston AFB	Columbia	Peggy Brooks	803-743-6250	J. Glenn Harrison	803-765-5271
Charleston NB	"	"	"	"	"
Parris Island	"	"	"	"	"
Beaufort Air	"	"	"	"	"
Myrtle Beach	"	Sandra Poliakoff	803-765-5272	"	"
Shaw AFB	"	"	"	"	"
Ft. Jackson	"	"	"	"	"
SOUTH DAKOTA					
Ellsworth AFB	Souix Falls	Ray Gellerman	605-336-3230	Cletus D. Weis	605-336-3230
TENNESSEE					
Ft. Campbell	Nashville	Charlie Wheeler	FTS-852-7136	James A. Hitson	615-736-7136
Memphis NA	"	"	"	"	"
TEXAS					
Lackland AFB	Houston	Carl Maurer	FTS-730-2540	Dawson Warren	713-660-4308
Ft.Sam	"	"	"	"	"
Naval Air Sta.	"	"	"	"	"
Laughlin AFB	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

TEXAS

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Randolph AFB	"	"	"	"	"
Kelly AFB	"	"	"	"	"
Naval Air Sta. Beeville	"	"	"	"	"
Naval Air Sta. Kingsville	"	"	"	"	"
Ft. Hood	Waco	David Skelton	817-757-6771	Gary Pirkle	817-757-6771
Ft. Bliss	"	Eloy Castillo	915-540-7680	"	"

UTAH

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Hill AFB	Salt Lake City	Louis Winkler	801-524-5450	Louis Winkler	801-524-5470

VERMONT

No military installations in this state

VIRGINIA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Ft. Eustis	Roanoke	Theresa Detmold	FTS-827-6762	Vince Monteforte	703-982-6424
Ft. Lee	"	"	"	"	"
Ft. Monroe	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

VIRGINIA

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Langley AFB	"	"	"	"	"
Norfolk Naval Base	"	"	"	"	"
Little Creek Naval Base	"	"	"	"	"
Ft. Storey	"	"	"	"	"
Yorktown Naval	"	"	"	"	"
Weapons Sta.	"	"	"	"	"

WASHINGTON

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Fairchild Air Force Base	Seattle	Christina Burgess	FTS-396-6640	Don Monson	206-442-7095
NcChord Air Force Base	"	"	"	"	"
Fort Lewis	"	"	"	"	"
Madigan	"	"	"	"	"
Military Hosp.	"	"	"	"	"
Whidbey Island NAS	"	"	"	"	"
Bangor Naval Sub Base	"	"	"	"	"
Bremerton Naval Hosp.	"	"	"	"	"

DEPARTMENT OF VETERANS AFFAIRS
DISABLED TRANSITION ASSISTANCE PROGRAM (DTAP) SITES

WASHINGTON

SITES	VA REGIONAL OFFICE	DTAP COORDINATOR	Ph #	SITE MANAGER	Ph #
Puget Sound Naval Shipyard	Seattle	Christina Burgess	FTS-396-6640	Don Monson	206-442-7095
Sand Point Naval Station	"	"	"	"	"
U.S. Coast Guard Station	"	"	"	"	"

WEST VIRGINIA

No military installations in this state

WISCONSIN

Fort McCoy	Milwaukee	Brian Braquest	715-834-2154	Terrence Collins	414-382-5180

WYOMING

CURRENT TAP SITES SUPPORTED BY VETERANS ASSISTANCE SERVICE

ALASKA (Anchorage): Ft. Richardson; Eielson AFB; Elmendorf AFB

ARIZONA (Phoenix): Davis-Monthan AFB; Williams AFB; Luke AFB; Ft. Huachuca; Marine Corps Air Station, Yuma

ARKANSAS (Little Rock): Little Rock AFB

CALIFORNIA (Los Angeles): Port Hueneme Naval Station; Pt. Mugu Naval Air Station; Naval Weapons Center, China Lake; Vandenberg AFB; Edwards AFB; Ft. Irwin; Naval Station, Long Beach; Barstow Marine Corps Logistics Base; El Toro Marine Corps Air Station; Tustin Marine Corps Air Station; 29 Palms Marine Corps Air Ground Combat Center; Norton AFB; George AFB; Los Angeles AFB

CALIFORNIA (San Diego): Marine Corps Base, Camp Pendleton; Marine Corps Recruit Depot, San Diego; Naval Air Station, Miramar; Naval Air Station, North Island; Naval Training Center, San Diego; Naval Station, San Diego; March AFB

CALIFORNIA (San Francisco): Beale AFB; Castle AFB, Ft. Ord; Lemoore Naval Air Station; McClellan AFB; Moffett Naval Air Station; Travis AFB; Alameda Naval Air Station; Treasure Island Naval Station

COLORADO (Denver): Ft. Carson; Peterson AFB; US Air Force Academy; Fitzsimmons Army Medical Center; Lowry AFB

WASHINGTON, D.C.: Walter Reed Army Medical Center; Quantico Marine Corps Combat Development Center

DELAWARE (Wilmington): Dover AFB

FLORIDA (St. Petersburg): Eglin AFB; Homestead AFB; Hurlburt Field; MacDill AFB; Patrick AFB; Tyndall AFB; Jacksonville Naval Air Station; Orlando Naval Traiining Center; Pensacola Naval Air Station

GEORGIA (Atlanta): Ft. Stewart; Ft. Benning; Ft. Gordon; Ft. McPherson; Robins AFB

HAWAII (Honolulu): Kaneohe Marine Corps Air Station; Pearl Harbor Naval Base; Hickam AFB; Schofield Barracks; Ft. Shafter; Barbers Point Naval Air Station

IDAHO (Boise): Mountain Home AFB

ILLINOIS (Chicago): Great Lakes Naval Training Center; Chanute AFB; Scott AFB

INDIANA (Indianapolis): Ft. Benjamin Harrison; Grissom AFB

KANSAS (Wichita): McConnell AFB; Ft. Leavenworth; Ft. Riley

KENTUCKY (Louisville): Ft. Knox

LOUISIANA (New Orleans): Barksdale AFB; England AFB; Ft. Polk

MAINE (Togus): Loring AFB

MARYLAND (Baltimore): Patuxent River Naval Air Station

MASSACHUSETTS (Boston): Hanscom AFB; South Weymouth Naval Air Station

MICHIGAN (Detroit): K. I. Sawyer AFB; Wurtsmith AFB

MISSISSIPPI (Jackson): Keesler AFB; Meridian Naval Air Station; Columbus AFB

MISSOURI (St. Louis): Ft. Leonard Wood; Whiteman AFB

MONTANA (Fort Harrison): Malmstrom AFB

NEBRASKA (Lincoln): Offutt AFB

NEW JERSEY (Newark): McGuire AFB

NEW MEXICO (Albuquerque): Kirtland AFB; Cannon AFB; Holloman AFB; White Sands Missile Range

NEW YORK (Buffalo): Griffiss AFB; Ft. Drum

NEW YORK (New York): Plattsburgh AFB; New York Naval Station

NORTH CAROLINA (Winston-Salem): Ft. Bragg, Pope AFB; Seymour-Johnson AFB; Camp Lejeune; Cherry Point Marine Corps Air Station; New River Marine Corps Air Station

NORTH DAKOTA (Fargo): Minot AFB; Grand Forks AFB

OHIO (Cleveland): Wright-Patterson AFB

OKLAHOMA (Muskogee): Tinker AFB; Altus AFB; Ft. Sill

PENNSYLVANIA (Philadelphia): Philadelphia Naval Base; Carlisle Barracks

RHODE ISLAND (Providence): Naval Education & Training Center, Newport

SOUTH CAROLINA (Columbia): Ft. Jackson; Shaw AFB; Myrtle Beach AFB; Charleston AFB; Charleston Naval Base; Parris Island Marine Recruit Depot; Beaufort Marine Corps Air Station

SOUTH DAKOTA (Sioux Falls): Ellsworth AFB

TENNESSEE (Nashville): Ft. Campbell, Ky; Naval Air Station Memphis

TEXAS (Houston): Ft. Sam Houston; Randolph AFB; Lackland AFB; Kelly AFB; Brooks AFB

TEXAS, (Waco): Bergstrom AFB; Ft. Bliss; Carswell AFB; Dyess AFB; Goodfellow AFB; Ft. Hood; Reese AFB; Sheppard AFB

UTAH (Salt Lake City): Hill AFB

VIRGINIA (Roanoke): Langley AFB; Ft. Eustis; Norfolk Naval Base; Little Creek Naval Amphibious Base

WASHINGTON (Seattle): Ft. Lewis; McChord AFB; Whidbey Island Naval Air Station; Bangor Naval Submarine Base; Fairchild AFB

WYOMING (Cheyenne): Francis E. Warren AFB

PROJECTED TAP EXPANSION SITES

ALABAMA (Montgomery): Maxwell AFB (4th Qtr/92); Ft. McClellan (4th Qtr/92); Ft. Rucker (4th Qtr/92); Red Stone Arsenal (4th Qtr/92)

ALASKA (Anchorage): Ft. Wainwright (4th Qtr/92)

ARIZONA (Phoenix): Yuma Proving Ground (4th Qtr/92)

ARKANSAS (Little Rock): Eaker AFB (4th Qtr/92); Ft. Chaffee (4th Qtr/92)

CONNECTICUT (Hartford): New London Naval Submarine Base (4th Qtr/92)

WASHINGTON, D.C.: Bolling AFB (4th Qtr/92); Andrews AFB (4th Qtr/92); Anicosta Naval Base (4th Qtr/92); Bethesda National Naval Medical Center (4th Qtr/92); the Pentagon (4th Qtr/92); Ft. Belvoir (4th Qtr/92)

FLORIDA (St. Petersburg): Mayport Naval Station (4th Qtr/92)

GEORGIA (Atlanta): Moody AFB (4th Qtr/92); Albany Marine Corps Logistics Center (th Qtr/92); Atlanta Naval Air Station (4th Qtr/92); Kings Bay Naval Submarine Base (4th Qtr/92)

LOUISIANA (New Orleans): New Orleans Naval Air Station (4th Qtr/92)

MAINE (Togus): Brunswick Naval Air Station (4th Qtr/92)

MARYLAND (Baltimore): Aberdeen Proving Ground (4th Qtr/92); US Naval Academy (4th Qtr/92)

MASSACHUSETTS (Boston): Ft. Devens (4th Qtr/92)

MICHIGAN (Detroit): Tank & Auto Command (4th Qtr/92)

MISSISSIPPI (Jackson): Gulfport Naval Construction Battalion Center (4th Qtr/92)

NEW JERSEY (Newark): Ft. Dix (4th Qtr/92)

NEVADA (Reno): Nellis AFB (4th Qtr/92)

NEW YORK (New York): US Military Academy (4th Qtr/92)

PUERTO RICO (San Juan): Roosevelt Roads (4th Qtr/92)

TEXAS (Houston): Corpus Christi Naval Air Station (4th Qtr/92); Laughlin AFB (4th Qtr/92)

VIRGINIA (Roanoke): Ft. Lee (4th Qtr/92); Oceana Naval Air Station (4th Qtr/92)

Answers to Questions Submitted by
Honorable Tom Ridge
To The Department of Veterans Affairs
Veterans' Employment Program
March 19, 1992

QUESTION: 1. Realizing that the Departments of Defense, Labor, and Veterans' Affairs received roughly $64 million, $4 million, and $3 million for transition services last year, respectively, and realizing that each department has an interest in the separating member at different points in the transition process (i.e., before separation, as an unemployed civilian, or as a veteran) do you believe government resources in the transition assistance programs are 1) misdirected, 2) underfunded, or 3) inefficiently consumed due to a general lack of coordination or focus among the three responsible departments.

RESPONSE: It is difficult to answer this question because of the way it is posed. Any answer that suggests a redistribution of available resources may be viewed as either self-serving or overly competitive. The other Departments are our partners and we are not in a position to adequately judge their specific resource requirements.

As for our experience, the General Operating Expenses (GOE) appropriation, which funds our regional office activities, received a $12 million supplemental in FY 1991 to address the workload demands associated with Operation Desert Shield/Storm. A portion of these funds was dedicated to staffing for the TAP/DTAP programs. In FYs 1992 and 1993, resources to sustain these efforts and meet VA's responsibilities under these programs continue to be available through the GOE appropriation, although such resources are not specifically identified.

QUESTION: 2. Based on past funding levels for your respective departments, and on the funding anticipated for the next fiscal year, will you provide a break-down of how the funding in your transition programs is spent, and a description of each area funded?

RESPONSE: The question implies that specific funds have been appropriated to support our transition assistance work. This is not the case (please see above).

Answers to Questions Submitted by
The Committee on Veterans' Affairs
To The Department of Veterans Affairs
Veterans' Employment Program
March 19, 1992

QUESTION: 1. At the recent VR&C service conference in New Orleans a number of participants stated that VA travel money for TAP/DTAP is very short currently. How is this problem being addressed?

RESPONSE: There is intense competition in programs for scarce travel dollars. Because a travel limitation is part of the Department's annual appropriation, often funds are available but we are limited by a travel ceiling, so these funds cannot be used for travel. Without adequate travel funds, stations are challenged in providing TAP/DTAP services at military sites located away from the regional office. The frequency of our coverage is also affected by the availability of travel funds. We are monitoring travel very closely.

QUESTION: 2. Please describe the VA's participation in the formulation of the TAP/DTAP program assessment. Will the assessment provide the type of feedback VA would like to have for improving and monitoring VA's management of TAP/DTAP?

RESPONSE: Our Department has not been directly involved in the development of the assessment process or in the assessment itself. This is somewhat understandable when one considers that the primary objective of transition assistance is to support employment readiness and full employment upon separation.

In addition, the Department of Labor was in charge of assessment funding. As such, VA contributed no resources for that process.

We have, however, had some discussion with the Department of Labor about the assessment program and some of the anticipated output will be useful to us. Likewise, if needed, we will retain the ability to match TAP participants with VA master record and benefits utilization data.

Thus, while there is not a great deal of VA specific information anticipated through the assessment process, there will be enough to help us make certain judgments about the effectiveness of our participation.

We do believe we have sufficient information in hand or expected in the future to support the planning and decision-making process regarding military services.

Questions Submitted by the Honorable Timothy J. Penny
to the Department of Labor
from the Hearing on the Transition Assistance Program
March 19, 1992

Question 1. Since the implementation of TAP, how many workshops have been conducted and how many individuals participated in these workshops?

How many TAP workshops do you expect to be conducted, and how many TAP workshops do you expect to be conducted, and how may servicemembers do you expect to participate in these workshops, during fiscal year 1992? Fiscal year 1993?

Using the downsizing numbers we have today, and the numbers of workshops you just gave us, what percentage of those eligible do you expect to participate in TAP workshops during FY 92? FY 93?

RESPONSE:

The most recent data available for TAP attendance is through January 31, 1992. As of that date 24,616 people had participated in 497 TAP workshops, compared to 22,804 attendees and 430 workshops in fiscal year 1991. In FY 90 sixty-four workshops were conducted and attended by 3,316 servicemembers. This brings the three-year total to 1,182 workshops and 56,890 participants. Our original projection for fiscal year 1992 was 1,015 workshops and 65,000 students. Based on the first four months of the fiscal year, 74,000 attendees and 1490 workshops would appear to be a more accurate estimate of TAP performance. In fiscal year 1993, we project 2950 workshops which will serve 120,000 separating servicemembers will be conducted. Currently, we are only providing TAP within the United States, therefore, we can only potentially serve approximately 200,000 of the 300,000+ annual separations. Within that 200,000 base figure, we anticipate serving 37% in FY 92 and 60% in FY 93.

Question 2. As a follow-on to my last question, I want you to know that I am concerned about the size to TAP classes in some locations. During recent visits to TAP sites across the country, it was observed that class size in some locations was significantly larger that the ideal of 30-60 participants.

Is this a widespread problem?

Are there areas of the country where this is a particularly significant problem?

Under the TAP funding level proposed in the President's budget for FY 93, and based on the number of TAP workshops scheduled for FY 93, what average class size will be required to accommodate all separating servicemembers who request TAP training?

What is the effect on program quality when classes are extremely large?

What resources in FY 93 would you require in order to provide TAP training for all eligible servicemembers who request it -- and maintain class size at a level of 30-60 participants?

RESPONSE:

Excessively large class sizes are not widespread withing TAP. The FY 1993 budget request anticipates average TAP workshop attendance to be 41. Based on our estimates, a maximum of 20 percent ofTAP sites will have workshop sizes exceeding 60. At most of these sites, the constraint is available facilities. We believe that excessively large classes have a detrimental effect on the information garnered by the participants, and we have been working with DOD to find facilities at TAP sites that will alleviate these problems.

Question 3. It was also observed that the quality of facilities provided for TAP sites varied widely. Some were ideal for a class of this type. Others were held in un-air conditioned buildings which were inaccessible for disabled individuals.

In your view, why are inadequate facilities provided at some bases?

Is this a widespread problem?

What can be done to correct this situation?

RESPONSE:

The variation in the quality of facilities between services and between installations within those services continues to be an issue at some TAP sites. However, our information is anecdotal. We are in the process of implementing a standardized program monitoring approach that we expect will give us better data regarding facility quality nationwide. It appears the larger the separation population, the less adequate the facility because with large classes we are forced to use auditoriums or similar structures.

Question 4. It was observed that many of the TAP participants were within 30 days of their date of separation.

Do you have any idea why individuals are waiting so long to participate in TAP? Is this a decision being made by servicemembers or are base commanders reluctant to release individuals from duty in order to attend TAP?

Ideally, TAP training should occur 90-180 days before the end of an individual's term of service. Do you agree? If so, what can be done to facilitate this?

RESPONSE:

We also have noticed this apparent behavior pattern, but it is an observation based on anecdotal evidence. We have not been able to determine whether or not this is widespread.

We agree that the further in advance the servicemember begins the process of preparing for separation, the more successful that person will be in the job search. Currently, we are carrying out a publicity campaign on military installations to inform servicemembers and their commanders of the importance of preparation for separation and the benefits of attending TAP workshops early in the process.

Question 5. It was also observed that calling individuals from class in order to have their medical records reviewed is a somewhat distracting and disruptive procedure. What alternative processes are being considered?

RESPONSE:

The Department of Labor has long been concerned that calling individuals from class is disruptive to the integrity of the workshop and unfair to the participants who will be deprived of needed information in order to receive this review. We believe the medical record review is a useful adjunct to TAP. At some locations the servicemembers bring their medical records on the first day of the workshop and the medical records are reviewed, without the servicemember, over the three-day period. Those servicemembers who potentially have a VA ratable disability are scheduled for individual appointments.

Question 6. What authority do your TAP trainers have relative to that of military commanders? I ask because we've been told, for example, that at some sites participants are required by their military commander to wear uniforms to TAP training. This seems inappropriate to me.

Additionally, we've been told that some base commanders are attempting to restrict workshops to one day or less. Clearly, this is not the intent of Congress.

Weren't these sorts of issues clarified in the TAP Memorandum of Understanding signed by DOL, DOD and DVA? In the report language accompanying PL 101-510, which established TAP, it was stated that the MOU should be very detailed in order to avoid these kinds of problems.

RESPONSE:

The Memorandum of Understanding between the Departments of Labor, Defense and Veterans Affairs, January 2, 1991, gives Labor the leadership for workshop presentation and Defense the responsibility for administration and logistics. An installation commander has the authority to require the wearing of uniforms to TAP workshop. We believe that learning to dress as a civilian has merit in the mental preparation for transition but we defer to the Department of Defense on issues of authority over military personnel. There is no DoD or service guidance or policy in this area.

We have also been informed of attempts by base commanders to truncate TAP workshops, but are not aware of this actually occurring. To date our State Directors and Regional Administrators have been able to resolve this issue locally. In the few instances where they have not been successful, the headquarters of the military service concerned has intervened on our behalf.

Issues such as the wearing of uniforms to class did not seem appropriate for inclusion in the MOU between the TAP partners. No document could hope to predict and rectify the wide range of problems which have been confronted and overcome during the expansion of TAP.

Question 7. What transition services are you providing for individuals stationed overseas and those stationed at small, non-TAP bases?

What else can be done to ease the transition for these service personnel?

What funding would be required to accomplish this?

RESPONSE:

The primary responsibility for the provision of transition services to servicemembers stationed overseas lies with the Department of Defense. The Department of Labor's contribution to this effort, in the past, has been limited to providing TAP manuals to installations requesting them. Further, we have trained all US Air Force transition managers as well as US Marine Corps transition managers from Japan and Okinawa. Most smaller

installations in the United States, which do not have TAP workshops offered, are served by other installations within driving distance. As a way of expanding the availability of TAP workshops to those stationed overseas or aboard ship, we have entered into a contract for the production of a video tape to be used with the TAP participants manual. This video tape will be distributed before the end of the Fiscal Year. We have received a commitment from Department of Defense Transition Services Support Directorate to oversee the appropriate distribution of the video tape.

Question 8. The TAP training course provided at the National Veterans Training Institute (NVTI) is appropriate for DVOPs and LVERs who are already familiar with the substance of veterans' employment, training and education programs and benefits. It is not, however, designed to meet the needs of TAP facilitators, such as DOD personnel and contract trainers, who have no background in veterans' benefits and programs.

Are you planning to initiate an NVTI course which includes this necessary information for these individuals? If not, why not?

RESPONSE:

Even with the use of DOD civilians and contract trainers the primary sources of information on veterans' benefits are VA Veterans Benefits Counselors, and on veterans' job training and employment programs they are the DVOPs and LVERs. These individuals know their programs and only require facilitator training. The volume of contract trainers is too small to justify a special course and most of the DoD civilians selected to be TAP facilitators are from Family Support/Service Centers and have a background in employment assistance programs, primarily directed at military spouses. We are also skeptical of attempting to inculcate in a few training days all of the systemic knowledge that is needed to create subject matter experts. We have taken action to manage each TAP Trainer's Course class so that a maximum of 6 non-Job Service personnel are in each. This mix ensures most of the class is familiar with veterans' programs and are available as a resource to others in the class.

Question 9. When will the program evaluation mandated under PL 101-237 be provided to the Committee?

We understand the Department of Veterans Affairs (DVA) has not been included in the program evaluation process. The other agencies with TAP responsibilities must be a part of the evaluation in order to have a complete program assessment. Will you take the necessary steps to ensure that DVA and DOD are included in the evaluation?

RESPONSE:

The program evaluation mandated under P.L. 101-237 is tentatively scheduled to be submitted for clearance on June 15. Clearance procedures by both the Department of Labor and the Office of Management and Budget will follow. Regretfully, this report will be lacking the quantitative data we had hoped would provide definitive information on cost savings and cost avoidance. Quantitative analysis was delayed due to the difficulty accessing State UCX and UI records and in locating separated servicemembers for survey participation. This information will be available in an amended report which will be completed no later than September 1992.

We do not believe the contribution of any partner in TAP is excluded from consideration in the required evaluation, however, we will take action to ensure that VA services in TAP workshops are evaluated.

Question 10. How many contract TAP trainers are now being used?

How many of these are veterans?

How many have direct previous experience with private and/or public sector employment processes?

How is the evaluation of contract instructors being carried out?

RESPONSE:

Contract instructors are evaluated through a combination of student critiques and monitoring by VETS and installation staff members. Currently, there are 23 facilitators under contract. Twenty are veterans, two are military spouses, one has no military experience.

The only facilitator without public/private sector employment experience is in California, where he retired from the Air Force in November 1991. Two facilitators have previously been employed by a Job Service, one in Washington State and one in California.

Question 11. State cooperation is essential to the successful implementation of a TAP program. We continue to hear that State officials are not a part of the decision-making process when TAP sites are being selected and other determinations are made.

How would you respond to this?

RESPONSE:

The Department of Labor worked with the Department of Defense to identify and rank potential TAP sites based on active military population. Our Regional Administrators are charged with ensuring the appropriate state officials are notified and inquiries are made as to their desire to participate. The states are asked to establish the level of effort they are willing to devote to TAP. At those locations where the demand for services is greater than the ability of the local employment service office to provide, other sources of facilitators are sought. In no case has a state been compelled to contribute more time to TAP than it considered feasible.

Once the TAP site is operational, the local employment service office manager is an integral part of the management of TAP on that installation.

Question 12. I think most of us agree that TAP is a good, useful program. The ultimate goal, however, is the placement of separating servicemembers in long-term, stable employment. I have a sense, though, that the employer community is generally unaware of the benefits of hiring veterans -- individuals who are disciplined, drug-free, have a strong work ethic, and many with excellent, civilian-related skills.

What can you, and others in the Department of Labor, do to promote the hiring of veterans in the civilian employer community?

RESPONSE:

It is an on-going effort on the part of both VETS' field staff and the grant-funded State employment service staff responsible for promoting veterans' employment and training to perform such outreach to the employer community. Our Directors for Veterans' Employment and Training and their Assistant Directors in every State as well as the Disabled Veterans' Outreach Program specialists and Local Veterans' Employment Representative staff of the State employment services are required to keep employers fully informed about the availability of veterans and the benefits of hiring them.

In addition, we intend to fully utilize the advice and assistance of the newly revitalized Advisory Committee on Veterans' Employment and Training to determine what future efforts by the Department of Labor can be explored to accomplish the task of increasing the awareness of the employer community concerning the benefits of hiring and training veterans.

Question 13. Although it is not an issue clearly within the jurisdiction of this Committee, I am nonetheless interested in the implementation of the Defense Conversion Adjustment Program established under section 4202 of Public Law 101-510.

When was the funding for this program ($150 million) transferred to the Department of Labor by the Department of Defense?

How many grants have been made by the Secretary of Labor under this program?

To whom were these grants made?

What retraining projects have been funded?

What total amount has been committed?

We have heard from some States that the application procedure for funding under this program is so complex that it is simply not worth their time to seek funds for programs in their states. What can be done to streamline the grant application process?

RESPONSE:

On August 15, 1991, the Department of Labor and the Department of Defense entered into a Memorandum of Agreement (MOA). Under the terms of the MOA, the Department of Defense will transfer up to $150 million to the Department of Labor to provide retraining and readjustment assistance to workers dislocated as a result of defense cutbacks or the closure of military facilities. The first $50 million was transferred in September 1991. Additional amounts will be transferred by the Department of Defense based upon the Department of Labor's estimates of needs.

On October 9, 1991, the Department of Labor published application guidelines in the Federal Register. States, JTPA Title III substate grantees, employers, employer associations, and representatives of employees are eligible to apply for grants to serve defense-related dislocated workers.

Reflecting program activity through May 14, 16 grants were approved for a total of $20.6 million. This is in addition to the $32.4 million and $37.2 million that has been awarded in program year 1990 and so far in FY 1991, under Title III of the Job Training Partnership Act, as amended by the Economic Dislocation and Worker Adjustment Assistance (EDWAA) program, to serve defense-related dislocated workers.

A list of projects funded by these grants is attached.

Question 14. Some individuals recently separated from the Armed Forces are unaware of their potential eligibility for unemployment compensation.

Since UCX was changed last November, what efforts have been made by DOL to ensure that separating servicemembers were informed of the new UCX rules?

I understand that many states will not pay UCX if a separating servicemember receives severance pay. Is this correct? If so, do TAP trainers make it clear that individuals must check with their states regarding UCX eligibility?

RESPONSE:

In all cases, servicemembers are referred to the Employment Service in the state in which they will file a claim for information.

Questions Submitted By
Honorable Tom Ridge
To The Department of Labor
Veterans' Employment Program
March 19, 1992

Question 1. Realizing that the Departments of Defense, Labor, and Veterans' Affairs received roughly $64 million, $4 million, and $3 million for transition services last year, respectively, and realizing that each department has an interest in the separating member at different points in the transition process (i.e. before separation, as an unemployed civilian, or as a veteran) do you believe government resources in the transition assistance programs are 1) misdirected, 2) underfunded, or 3) inefficiently consumed due to a general lack of coordination or focus among the three responsible departments.

RESPONSE:

The funding for the Transition Assistance Program (TAP) is only one part of the transition services provided by the Department of Labor.

In Fiscal Years 1992 and 1993, the Department of Labor will spend $4.3 billion for job training, job search and relocation assistance, enhanced unemployment compensation, and employment services for not only the Active Component of the military, but Reserve Component, Department of Defense civilians and the workers of affected defense industries.

The current strategy of funding transition services through three Executive Departments is not resulting in diffused or competing programs. Through the coordinated efforts of the Departments of Labor, Defense, and Veterans Affairs, a comprehensive transition system has been created which provides the best possible service to those members of the Armed Forces and defense industries who are bearing the brunt of the downsizing. Additionally, this coordinated effort minimizes the cost to the taxpayer by reducing duplication of effort by the Departments to accomplish this important endeavor.

Question 2. Based on past funding levels for your respective departments, and on the funding anticipated for the next fiscal year, will you provide a break-down of how the funding in your transition programs is spent, and a description of each area funded?

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RESPONSE:

The Employment and Training Administration funds a number of programs that provide transition services to individuals as a result of the downsizing in the defense community. The programs and funding levels for FY 93 are as follows:

> Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) provides adjustment assistance to dislocated workers including individuals separating from the military service, civilian personnel and defense contractor workers who have lost their jobs due to defense downsizing. $527 million is available in FY 93 to States through formula funds and the Secretary's Discretionary Funds.
>
> The Defense Authorization Act provides $150 million in FY 93 to the Employment and Training Administration for the Defense Adjustment Conversion program. These discretionary funds assist ex-military personnel, civilian personnel and contractor workers who have lost their jobs.
>
> The Employment Service (ES) also provides placement, counseling, testing and labor market information services to all job seekers including individuals separating from the military. ES is funded at $821 million in FY 93.
>
> The federal-state Unemployment Insurance system processes claims and provides weekly benefits to eligible individuals including ex-military personnel for temporary income support while searching for employment. The UI program is funded at $2.6 billion for FY 93. The unemployment compensation for ex-servicemembers program (UCX) provides unemployment benefits for up to 26 weeks to ex-servicemembers as they transition to civilian employment. Approximately 100,000 beneficiaries will receive UCX benefits in FY 92 at a cost of $200 million. Defense appropriations finance these benefits.

Detailed Breakout of Expenditures for TAP

Training	FY92	$554,000
	FY93	$511,000

This provides for the training of facilitators for TAP workshops at the National Veterans Training Institute.

Staff Travel	FY92	$219,000
	FY93	$194,000

Provides for travel expenses for the VETS field staff and national office to allow one national conference as well as travel to monitor and coordinate activities at TAP sites.

Printing	FY92	$214,000
	FY93	$288,000

Provides for the printing and shipping of TAP participant manuals.

Contracts	FY92	$662,000
	FY93	$1,200,000

Provides for various services in support of TAP. This amount covers such things as the costs of the study conducted to determine optimum class size, the cost of producing a video version of the TAP workshop, refining the automated reporting system and renewing the outstanding contracts such as those for contract facilitators and public information.

THE OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
WASHINGTON D C 20301-4000

FORCE MANAGEMENT
AND PERSONNEL

MAY 15 1992

Honorable G.V. (Sonny) Montgomery
Chairman, Committee on Veterans' Affairs
House of Representatives
Washington, DC 20515

Dear Mr. Chairman:

Thank you for your letter of March 24 allowing me to further comment on questions submitted by the Honorable Thomas Ridge. These questions were received by my office on May 4.

Your continued support, and that of your Committee, of our men and women who are leaving the Armed Forces is appreciated.

Sincerely,

Millicent W. Woods

Millicent W. Woods
Deputy Assistant Secretary of Defense
(Personnel Support, Families and Education)

QUESTION 1: Before the Department of Defense implemented the DORS transition system, was any effort made to identify comparable systems in the private sector and was any research completed on the model to ensure its effectiveness? (i.e., experts consulted, cost analysis)
ANSWER 1: Considerable effort was made to identify systems comparable to Defense Outplacement Referral System (DORS) in the private sector prior to implementation. DoD staff met with personnel directors from a number of companies to discuss how we could best meet the needs of our people as well as the needs of private sector employers. The DORS is a result of that advice. While we did not conduct extensive research to ensure its effectiveness we did pilot test each component of the system, with the option of both refining or eliminating ineffective elements. Numerous reviews by a range of consultant experts convinced us that DORS would result in an automated system, capable of providing employment information to potential employers and employees in a timely and cost effective manner. We were under Congressional direction to provide this service in a timely manner. Our course of action was briefed to House and Senate staffers and in testimony for the past two years.

QUESTION 2: For each branch of service, realizing that many separating service members are either in remote areas, overseas, and on ship duty, or that many work swing shifts and overtime, how many of the estimated 236,000 separating individuals do you estimate will visit base family support centers/libraries to utilize the DORS transition system?
ANSWER 2: It is impossible to provide an accurate estimate to your question, however, the vast majority of separating Service members have access to Family Centers, Education Centers, Installation Personnel Offices, base Libraries, and other locations where transition activities are available. It is important to note that all members are made aware that transition assistance is available, but it is a personal decision to use those services.

QUESTION 3: Categorized generally by skill/profession, how many companies have to date, and how many companies do you estimate will participate in the DORS program?
ANSWER 3: As of May 1, 1991 there are a total of 2254 employers (1400 Federal and 854 private sector) registered in the Defense Outplacement Referral System (DORS) and 4,500 in the Army Employer Network (AEN). At this time we are consolidating our efforts and expect to include the majority of AEN employers in DORS. We plan to continue this cooperative approach in the future as well as enlist local transition offices in recruiting local employers as participants. Finally, we are working closely with the Interstate Job Bank (IJB) staff to offer that entire system of over 25,000 jobs as an integral part of the Transition Bulletin Board (TBB). As the economy continues to improve and we continue to refine and expand our efforts the number of employers we register will increase proportionally.

QUESTION 4: After reviewing some of the unsolicited comments on Militran Guide outlined below, a publication that offers the separating member a cross-referencing capability to identify civilian job code and title based on their military experience, a chance to identify a title for other jobs they are capable of doing, current job openings across the country by geographic region, and points of contact including addresses and telephone numbers for those current job openings which enables the military job seeker to create a network and determine salary levels nationwide, why is the Department of Defense resistant to the idea of providing more of these or similar publications to the outgoing troops -- possibly even one per separating member?
ANSWER 4: The Department and the Military Services are providing a range of publications -- including the Militran Guide -- to separating Service members as a tool to assist them to find a job. In fact the military Services and various military installations have purchased thousands of copies of the Militran publication in the past year. In addition, The Department of Labor has distributed 23,000 copies to our personnel during transition seminars they provide at the local bases. We believe however, that the Services and local installations are in the best position to determine what materials they need and in what quantities they need them. Consequently, DoD provided transition funds to each of the Services in support of that philosophy. We do not plan to purchase employment publications at the DoD level and distribute them through the military services to local installations.

QUESTION 5: Realizing that the Department of Defense, Labor, and Veterans' Affairs received roughly $64 million, $4 million, and $3 million for transition services last year, respectively, and realizing that each department has a interest in the separating member at different points in the transition process (i.e., before separation, as an unemployed civilian, or as a veteran) do you believe government resources in the transition assistance programs are 1) misdirected, 2) underfunded, or 3) inefficiently consumed due to a general lack of coordination of focus among the three responsible departments?

ANSWER 5: I believe that the government resources being used to support transition assistance programs in DoD are being used in a responsible manner. The various departments cited provide a continuum of services from the time a person is notified of departure from the military through the time he or she is living in a civilian community. There is no general lack of coordination among the three responsible departments. There is a general lack of understanding regarding the detailed coordination that routinely takes place especially at the local level but there is exceptional cooperation taking place at all levels. We view the other Departments as partners. While we are not in a position to comment on their resource requirements, we can affirm that DoD is resourced adequately at this time.

QUESTION 6: Based on past funding levels for your respective departments, and on the funding anticipated for the next fiscal year, will you provide a break-down of how the funding in your transition programs is spent, and a description of each area funded?
ANSWER 6: FY 92 was the first year funding was authorized for transition programs within DoD. The Department funded each of the military Services in the following amounts:

Army	Transition -- 14.6M
	Relocation -- 5.5M
Navy	Transition -- 10.9M
	Relocation -- 5.1M
Air Force	Transition -- 11.9M
	Relocation -- 5.1M
USMC	Transition -- 2.6M
	Relocation -- 1.5M
OSD	Transition -- 5.7M
	Relocation -- 1.9M

These funds were provided in support of transition/relocation efforts. As a basic blueprint the money enables each of the Services to augment family center staffs with a total of 3 people per base, office supplies, material to include computer equipment, local travel and training funds. The Services retain a certain amount of flexibility, but the money provided is sufficient to provide the resources as described. The OSD transition funds are being used to pay for DORS, TBB and Verification support, program evaluation, job fairs, outreach to private employers, public awareness, personnel compensation, travel, supplies, and routine program oversight.

THE OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301-4000

FORCE MANAGEMENT
AND PERSONNEL

APR - 9 1992

Congressman G.V. Montgomery
Chairman
Committee on Veterans' Affairs
Washington, DC 20515-6335

Dear Congressman Montgomery:

Thank you for your letter of March 20 allowing me to further comment on questions submitted by the Honorable Timothy J. Penny. The attached responses to Congressman Penny's questions are submitted for your review.

Thank you and the other members of your committee for your continued support of our men and women as the leave the Armed Forces.

Sincerely,

Millicent W. Woods

Millicent W. Woods
Deputy Assistant Secretary of Defense
(Personnel Support, Families & Education)

Attachment:
As Stated

QUESTION 1: An active duty TAP manager recently suggested that attendance at TAP workshops be made mandatory for separating Service members in order to ensure that commanders release their people for TAP training. This individual said that some commanders believe TAP attendance should be delayed until very shortly before separation.

What can DoD do to make it very clear to those in authority at all bases understand that TAP training is a high priority which should not be put off until 30 days or less before separation?

ANSWER: We continue to emphasize the importance of transition for our people in various written, as well as verbal, communication with the military Services. TAP is an essential part of the total effort and for the most part I believe commanders understand that fact. We continue to emphasize the importance of the TAP and other elements of DoD's Transition Services but I believe DoD mandated attendance would cause more problems than it would solve. For example, some who are eligible for the TAP seminars will have determined on their own what they want to do once separated. In addition, requiring participation of a reluctant participant is likely to be less effective than having them choose to attend because they know how useful others have found the program to be. Success breeds success and from the evaluation of the TAP seminars we have, TAP is proving its value. This in and of itself will expand the use of TAP. Continued high level support and specific intervention as needed is an appropriate role for DoD, and one that we readily accept.

QUESTION 2: We continue to hear of problems regarding inadequate facilities provided for TAP training. In response to a post-hearing question last year, I was told by DoD that, in those instances where classrooms are deemed inappropriate, you would take steps to resolve the problem.

Has the issue of facility quality been raised with you?

What can you do to improve the situation?

ANSWER: I am generally aware of the facility issue but I have not been directly approached regarding any specific site. My staff has discussed the concern with both DoL and Service representatives on a number of occasions. It is our view that these problems should be and are being resolved locally, but if the problem persists both parties, DoL and DoD need to use the chain of command to fix it. However, I note that DoL plans to identify specific installations where TAP classes are held in inadequate facilities and we will certainly work with them and the Services to correct those situations. We can improve classroom selection by continued emphasis from the top for these programs and on-site visits from myself and my staff.

QUESTION 3: Please update the Subcommittee on the skills verification form.

Is it now being provided to all separating Service members?

DoD told us last year that the goal is to provide this information six months before an individual separates. Has that goal been accomplished?

ANSWER: Distribution of the skills verification form is currently being tested within the Air Force, and testing will be initiated with the other Services in April. Our objective, is to provide a skills verification form to separating Service members as soon as possible but, no later than the end of May 1992. Distribution prior to this time frame was delayed because of unforeseen problems such as the lack of automated data sources which describe the skills obtained in a training course or military assignment, and the additional resource requirement associated with distribution of the form.

We want to provide the skills verification document as early as possible in the separation process. We will normally initiate the process to provide a skills verification document 180 days prior to separation, based on the individual's projected separation date. Further, the goal is to provide a form to all reserve component personnel who have served 180 days or more of active duty service, upon completion of his or her active duty assignment. Where the individual is involuntarily separated, the goal is to provide the skills verification form to the departee within two weeks of notification that the individual is selected for separation.

QUESTION 4: What agreement has been reached with the U.S. Employment Service regarding sharing resume registry information with state employment services?

ANSWER: We have been working closely with the Interstate Conference of Employment Security Agencies (ICESA) to maximize the use of our automated systems. Essentially, state and local employment offices have unlimited access to our resume registry. They need to apply for a registration number like any employer and then they are welcomed and even encouraged to use the system to benefit our people. Additionally, we are working with the New York State Employment Service to provide job listings from its Interstate Job Bank to all of our transition sites. We have also offered the entire DORS data base to the U.S. Employment Service for their use in providing information on individuals to states.

QUESTION 5: What efforts has DoD made to ensure that separating Service members are aware of their UCX benefits?

ANSWER: General information concerning unemployment compensation (UCX) benefits is available at our Transition sites and is part of the information provided during the separation process. However, because of the numerous differences in the application of UCX among the states, we refer Service members to state or local employment service representatives for detailed information regarding specific eligibility questions. Additionally, UCX is discussed in the DoL sponsored TAP seminars by subject matter experts.

QUESTION 6: I believe that, during the latter years of the Vietnam War, the Department of Defense funded a retraining program for soon-to-be-discharged Service members. As I remember it, training in vocational skills was provided before the Service person left active duty.

Could you further describe that retraining program?

Is DoD giving any thought to reinstituting a similar program? If not, why not?

ANSWER: The retraining program you describe after Vietnam was considered by DoD and the Services as we designed DoD's Transition Assistance Program. We decided that program's results did not provide a basis for instituting it again. Also, certain side effects of that program argued against repeating it. For example, Service members remained assigned to their unit that was still responsible to perform a mission and when a large number of people were involved in retraining it caused adverse effects regarding morale. Also, Service members in many instances served as apprentices' in the local community essentially serving as a free labor pool which in some cases affected unemployment. Further, for individuals who became employed either during the retraining or after the retraining, it was very difficult in many cases to ascertain if the retraining had been a factor in their ultimate employment. Lastly, the Department of Labor is generally responsible for retraining efforts and it is not the kind of new mission DoD can readily accept in a time when we are experiencing significant personnel reductions. DoD cannot support a massive retraining effort similar to the one that followed Vietnam. Resources are not available and the results were not significant.

DEPARTMENT OF THE AIR FORCE
WASHINGTON DC 20330-1000

OFFICE OF THE SECRETARY

APR 30 1992

The Honorable G. V. Montgomery
U.S. House of Representatives
Committee on Veterans' Affairs
Washington, DC 20515-6335

Dear Mr. Chairman:

Attached are General Porter's answers to questions submitted by Representative Penny subsequent to the March 19 hearing of the subcommittee on Education, Training, and Employment. We trust this material will be beneficial to your committee.

Sincerely,

Michael R. Emerson

MICHAEL R. EMERSON, Colonel, USAF
Chief, Programs & Legislation Division
Office of Legislative Liaison

Attachment
Questions & Answers

Questions Submitted by the Hon Timothy J. Penny
to the Military Service Personnel Officials
from the Hearing on the Transition Assistance Program
March 19, 1992

Question: We are concerned about inadequate facilities at some TAP sites. What direction is being given to base commanders regarding the quality and characteristics of facilities provided for TAP training? Can you suggest ways in which this situation can be improved?

Answer: Air Force policy is all TAP seminars will be held in pleasant, professional facilities. This standard is specified in the Air Force Transition Assistance Plan, and base commanders are responsible for ensuring it is met. This is emphasized at each of our bases and we work hard to keep our TAP seminars a "quality" experience.

Question: What direction has been given to commanders regarding release of individuals for TAP training? Too many individuals are attending this training with 30 days or less remaining on active duty, and one explanation offered is that commanders are reluctant to authorize leave for TAP classes. The Services told us last summer that instructions regarding TAP support had been sent out. Should you revisit this issue?

Answer: Our goal is eligible persons should attend a seminar as soon as possible after their separation or retirement is projected. Commanders have been instructed to ensure their people have the opportunity to attend the TAP seminars, as well as other Transition-related events. (Members are not required to take leave to attend these sessions.) We generally get good support from our commanders on this issue; the problem, when it surfaces, is usually at the workcenter level, where lower and middle managers feel the absence of each person most acutely. When this kind of situation is brought to their attention, commanders are swift to correct it. We are working a reminder to the commanders on TAP support.

Question: In your view, are the number of TAP Workshops scheduled for the remainder of FY 92 and 93 adequate to accommodate the demand for the program?

Answer: Until now, we've been able to accommodate demand. However, at many of our bases, waiting lines are growing, and we need to increase the frequency of our seminars. To support this, we have recently instructed every base to hire an additional Transition Assistance Manager (TAM); they will take on the extra workload and enable us to continue to offer high-quality TAP seminars. Additionally, with DoL's help, we're also training AF personnel in seminar facilitation so they can assist with TAP seminar programs. Support from DoL has been good. We do have some concern that our partners from the DoL/state employment arena may not be able to support this increased workload at their present funding level. At least, that's the message some of our TAMs are beginning to receive. Generally, the employment services folks are providing a good level of support now, but they are worried about being able to continue to do their primary mission -- helping people find jobs -- while supplying the increased support demanded by the ongoing growth of our TAP seminar requirement. Our information on this is merely anecdotal so far; we've seen no pattern of trouble yet.

Question: What Transition services are being provided for individuals stationed overseas or on ships? We would welcome any recommendations you might have to improve assistance for these servicemembers.

Answer: Our desire and goal is to provide the same level of service to all our people, no matter where they are assigned. The TAP overseas is different from the program in the States. Personnel assigned to most overseas locations have access to the basic TAP program, but do not have the community, local businesses, or state support programs they'd have in the states. Also, they do not have the same level of easy, inexpensive communication. So, although we have solid base transition assistance programs at our major overseas locations, their distance and isolation from the States makes our overseas programs less effective at helping people look for employment and decide where they are going to live. We also have some personnel overseas who are located in small, isolated, often inaccessible sites, like radar tracking sites, or embassy staff members. They are often far from the large installations that provide their support, and their communication opportunities can be very limited. Our programs are still reaching out to many of these locations and people, and our overseas commands are helping us find ways to give these folks the best assistance we can. We've working with the DoL and the National Veterans Training Institute (NVTI) in Denver and have trained all our overseas Transition Managers on how to present a DoL TAP seminar -- as a matter of fact, we've given them the same training that DoL and NVTI give the state employment commission folks. Additionally, we've arranged with the DoL to distribute their TAP seminar workbook throughout the Air Force. We are also utilizing the DoD automated transition services overseas as well as here in the States. Our TAP offices (worldwide) are being equipped with computer equipment and have access to the newly activated Transition Bulletin Board (TBB) throughout the Air Force -- including our overseas bases. Once again, our overseas locations are encountering unique challenges working with local telephone lines and national systems (not providing clean modem communications), but that's being worked as problems occur, and our folks are excited about the TBB's potential for real-time access to job information. That kind of job information will make a difference. We also have the Defense Outplacement Referral System (DORS) up and running worldwide at our major installations. We are working to get these services to our smaller and more isolated sites and to extend them to our most remote locations.

Question: Since September 30, 1990, how many involuntary separations have occurred in each of your services which meet the definition of "involuntary separation" for transition assistance purposes?

Answer: 6,421

Question: Of those, how many have been contacted and offered the opportunity to enroll in the Montgomery GI Bill, as provided in section 3018A, title 38, USC?

Answer: 5,218 of the 6,421 have been contacted and offered the opportunity to enroll in the program. Eligibility for the MGIB program began on February 4, 1991 not October 1, 1990 with the other transition benefits. Those veterans who were discharged prior to the transition assistance legislation were notified by mail.

Question: How many have chosen to participate in the GI Bill? What percentage is this of those eligible?

Answer: 546 of the total eligible participated in the program. The percentage as of March 17, 1992 is 10.50%

Question: Would you support a provision which would provide a similar opportunity for individuals who receive a Voluntary Separation Incentive (VSI) or Special Separation Benefit (SSB)?

Answer: Yes.

Question: Section 1142(c) of title 30 requires that a copy of the medical records of a medically-separated individual be transmitted to the Secretary of the Veterans Affairs within 60 days of that individual's separation or retirement. Is this being done?

Answer: Yes.

Question: This is a somewhat off our specific topic, but it is an important issue, nonetheless. Are you aware that the rules regarding unemployment compensation for ex-servicemembers (UCX) vary from state to state? In some states, for example, a former servicemember who receives severance pay is eligible for UCX while, in other states, severence pay disqualifies a new veteran for unemployment compensation. Do you have any position on this situation?

Answer: Yes. We would prefer to see our servicemen/women who are eligible for UCX under federal rules receive the maximum possible unemployment protection. The difference among the states does complicate getting information to our people.

FLEET RESERVE ASSOCIATION

Representing All Active Duty, Reserve, and Retired Personnel of the
U.S. NAVY ☆ U.S. MARINE CORPS ☆ U.S. COAST GUARD

125 N. West Street, Alexandria, VA 22314-2754 • (703) 683-1400 FAX (703) 549-6610

30 March 1992

The Honorable Timothy J. Penny
436 Cannon House Office Building
United States House of Representatives
Washington, DC 20515

Dear Mr. Penny:

Statements of the Fleet Reserve Association submitted in response to questions requested of the Veterans Organization Officials from the hearing on the Transition Assistance Program March 19, 1992 are contained herein.

1. Mr. Darch, in your testimony you mentioned the assistance Department of Labor is providing for dislocated GM workers.

   Would you describe that assistance and tell us how DOL could provide similar support to separating servicemembers?

   Response: This question does not apply to the Fleet Reserve Association.

   Do the other members of the panel have additional comments and suggestions?

   Response: The Fleet Reserve Association did not sit on the Department of Labor's panel and will not respond to this question.

2. It has been suggested that attendance at TAP seminars be made mandatory. Would your organization support such a change in policy?

   Response: Although there is merit in making this program mandatory, the Fleet Reserve Association believes that making a program such as TAP mandatory could only adversely affect the program. It should be required of each commanding officer to document the offer of attending TAP and an entry made into each servicemembers record of attendance.

3. Testimony we received points out that, although PL 101-510 authorizes the use of veteran and military service organizations in the TAP/DTAP presentations, no direction has been provided to employment service offices and military installations regarding this matter. No national policy has been established.

Specifically, what contributions would members of your organization like to make to the transition program?

Response: The Fleet Reserve Association believes that a quality assurance advisory committee should be established. The members of that committee should be comprised of major Veterans Associations representatives. It is recommended that this committee be provided with the resources to conduct research, develop quality assurance programs and report findings to a congressional oversight committee. Implementing such a program would provide immediate unbiased feedback on the effectiveness of the Transition Assistance Program. The Fleet Reserve Association would gladly provide a representative for such a committee.

4. Following the hearing last year, we asked the veterans organizations what, in their view, was the single greatest barrier to successful implementation of the TAP program. In response, we were told that duplication of effort and coordination seemed to be the primary difficulties.

Have these problems largely been resolved?

If not, what additional steps must be taken in order to eliminate these concerns?

Response: As far as we can tell, the problems associated with duplication of effort and coordination have been successfully resolved. A concern of ours is the differences in quality among the programs. Some TAP workshops have attendance levels of 150 members or more. No matter how well coordinated a program is when class size exceeds the abilities of a program coordinator to deliver those services the program becomes less effective. Quality control methods should be implemented as soon as possible with an oversight committee providing feedback on how the TAP program is working nationwide.

The Fleet Reserve Association stands ready to provide additional input upon request.

With best wishes, I remain in

Loyalty, Protection and Service,

NORMAN E. PEARSON
National Executive Secretary

Answers from RADM S. Frank Gallo, Dept. of the Navy

Chairman Penny: We are concerned about inadequate facilities at some TAP sites. What direction is being given to base commanders regarding the quality and characteristics of facilities provided for TAP training? Can you suggest ways in which this situation can be improved?

Admiral Gallo: The issue of inadequate facilities has proved stubbornly difficult to solve. The problem is that commands rarely have one designated facility that can be regularly reserved to hold TAP workshops. This situation is further complicated by the large number of service members wishing to attend the workshops. As a result, often the best equipped spaces are either unavailable or inappropriate to conduct training. To alleviate this problem, a recent letter was sent to claimants stressing the need for adequate training facilities and addressing possible long-term solutions. In addition, we have provided installations with money giving local commanders greater flexibility in identifying/renting adequate facilities.

Chairman Penny: What direction has been given to commanders regarding release of individuals for TAP training? Too many individuals are attending this training with 30 days or less remaining on active duty, and one explanation offered is that commanders are reluctant to authorize leave for TAP classes.

I know the Services told us last summer that instructions regarding TAP support had been sent out. Should you revisit this issue?

Admiral Gallo: Commanding officers were directed to ensure that all separating/retiring personnel have timely access to TAP or employment assistance workshops (where TAP is not available). The majority of commanding officers have acknowledged the importance of this program and readily allow members to attend. Navy believes the primary reason for "late participation" is the large demand by service members for limited facility space. This requires managers to establish a priority system: ensuring members near their end of active-obligated service (EAOS) are served first. We are increasing the number of instructors which should increase the frequency of workshops, thus allowing greater/earlier accessibility to workshops. As the number of workshops increase, we will closely monitor TAP support and attendance, and will make a determination at that point as to whether further action is necessary.

Chairman Penny: In your view, are the number of TAP workshops scheduled for the remainder of FY-92 and FY-93 adequate to accommodate the demand for the program?

Admiral Gallo: Currently, there are an insufficient number of instructors (both DoL and Navy) to conduct the necessary number of workshops, especially in fleet intensive areas such as Norfolk and San Diego. Navy is in the process of hiring additional field staff to augment DoL instructors. By the end of FY-92, there will be a sufficient number of instructors to facilitate required TAP workshops.

Chairman Penny: What transition services are being provided for individuals stationed overseas or on ships? We would welcome any recommendations you might have to improve assistance for these service members.

Admiral Gallo: The Navy recognizes the special circumstances and difficulties associated with transitioning from overseas and deployed units. This process is complicated by the time and distance which separate overseas commands and employers, the prohibitive cost of returning to the U.S. for house and job hunting, and the challenges of long distance communications. This places a premium on prior preparation. Commanding officers have been directed to designate a Transition Assistance Officer and provide transition services to members overseas and on ships. Family Service Centers (FSCs), which represent the majority of Navy's transition sites, have been assigned as overall managers of the Transition Assistance Management Program (TAMP) and staffed to handle this responsibility. In addition, overseas FSCs have been provided additional staff in recognition of their increased burdens. Every ship is serviced by an FSC both at their homeport and in their area of operation. For small, isolated (shore) commands which are not serviced by an FSC, an inter-service agreement permits the use of other military

Services' programs which should address part of this problem. During FY-92, a Navy developed portable training package (composed of employment assistance videos and workbooks) will be provided to isolated commands not serviced by a FSC. This portable training package will supplement the pre-separation guides which the Navy previously distributed to all commands. These are initial steps and we are studying other Navy-specific and joint Service measures which can be implemented to improve the overseas transition process.

Chairman Penny: Since September 30, 1990 how many involuntary separations have occurred in each of your Services which meet the definition of "involuntary separation" for transition assistance purposes?

Of those, how many have been contacted and offered the opportunity to enroll in the Montgomery GI Bill, as provided in section 3018A, title 38, USC?

How many have chosen to participate in the GI bill? What percentage is this of those eligible?

Would you support a provision which would provide a similar opportunity for individuals who receive a Voluntary Separation Incentive (VSI) or Special Separation Benefit (SSB)?

Admiral Gallo: In accordance with the criteria as set forth in the law, approximately 17,300 Navy members were eligible for transition benefits. All of these personnel were contacted, briefed on their transition entitlements and provided pre-separation counseling on the subject areas which were requested. Of the 17,300 separated members, only 10,537 were eligible for the MGIB. The difference between these two figures is a result of the more restrictive eligibility criteria which governs MGIB. Between February 1991 and January 1992, 92 (0.8%) members have chosen to participate. The low participation rate is probably due to the difficulty in obtaining the lump sum payment of $1200 required to enroll in MGIB. We have stepped up our efforts to encourage greater participation. I support offering MGIB to members receiving VSI and SSB.

Chairman Penny: Section 1142(c) of title 30 requires that a copy of the medical records of a medically-separated individual be transmitted to the Secretary of Veterans Affairs within 60 days of that individual's separation or retirement. Is this being done?

Admiral Gallo: Currently Navy requirements specify that medical records be forwarded within 5 days. Last summer, commanding officers were directed to ensure that copies of health records belonging to members medically-separating/retiring be forwarded to regional VA offices within the 5 day limit. Additional guidance emphasizing this requirement will be distributed within 30 days.

Chairman Penny: This is somewhat off our specific topic, but it is an important issue, nonetheless. Are you aware that rules regarding unemployment compensation for ex-service members (UCX) vary from state to state? In some states, for example, a former service member who receives severance pay is eligible for UCX while, in other states, severance pay disqualifies a new veteran for unemployment compensation. Do you have any position on this situation?

Admiral Gallo: The Navy is aware that employment compensation differs from state to state. The Navy views this as a state government's prerogative for which the military has no purview and, consequently we have no position on this issue.

Answers from BG Patricia R.P. Hickerson, Dept. of the Army

Question 1: We are concerned about inadequate facilities at some TAP sites. What direction is being given to base commanders regarding the quality and characteristics of facilities provided for TAP training? Can you suggest ways in which this situation can be improved?

Answer: The facilities designated on most Army installations for the TAP are generally training sites that are used for various other training as well (i.e. theaters, education centers, classrooms, post auditoriums, on-post school facilities, etc.). The Army is sensitive to the accessibility of handicapped personnel to the TAP training therefore we schedule training at sites that accommodate these individuals. DOL plans to identify specific installations where TAP classes are held in inadequate facilities and we will work with them to correct those situations.

Question 2a: What direction has been given to commanders regarding release of individuals for TAP training? Too many individuals are attending this training with 30 days or less remaining on active duty, and one explanation offered is that commanders are reluctant to authorize leave for TAP classes.

Answer: A message was sent by the DCSPER, Dec 91, to all MACOM commanders soliciting their support to encourage commanders and the entire chain of command to allow sufficient time for the transition process (enclosure 1).

Question 2b: The services told us last summer that instructions regarding TAP support had been sent out. Should you revisit this issue?

Answer: A procedural guidance was developed by Army, in concert with the Department of Labor, Dec 91 (enclosure 2). The ACAP and TAP training has been implemented at identified TAP sites.

Question 3: In your view, are the number of TAP workshops scheduled for the remainder of FY 92 and FY 93 adequate to accommodate the demand for the program?

Answer: We are seeing an increase in the number of transitioners which has required an increase in the frequency of the workshops. At most of our installations, the TAP workshop is now presented weekly.

Question 4: What transition services are being provided for individuals stationed overseas or on ships? We would welcome any recommendations you might have to improve assistance for these servicemembers.

Answer: The Army has established the Army Career and Alumni Program to provide comprehensive transition and job assistance services to soldiers, family members, and Department of Army Civilians. ACAP synchronizes current transition services and adds a Transition Assistance Office (TAO) and a contracted Job Assistance Center (JAC).

The TAO is the first stop in the transition process. The TAO staff provide individualized counseling, assess transitioner's needs, prepare individual transition plans, refers clients to service providers and serve as ombudsmen for transitioning personnel.

1992

Answer 4 (continued): The JAC is a contractor operated facility. The JAC staff provide individual job assistance counseling, job assistance workshops, and seminars. Specific topics include: assistance in the job search process, interviewing techniques, employment trends, and resume/cover letter preparation. Transitioning personnel may access an automated database of employers who have expressed an interest in hiring Army Alumni. The database provides information on types of positions, telephone numbers and points of contact.

There are eighteen ACAP sites located outside of the continental United States. The ACAP sites are Ft. Richardson, Alaska; Ft. Wainwright, Alaska; Schofield Barracks, Hawaii; Camp Casey, Korea; Yongsan, Korea; Ft. Clayton, Panama; Baumholder, Germany; Berlin, Germany; Bremerhaven, Germany; Frankfurt, Germany; Hanau, Germany; Heidelberg, Germany; Kaiserslautern, Germany; Nuernberg, Germany; Stuttgart, Germany; Vilseck, Germany; Wuerzburg, Germany; and Vicenza, Italy.

Question 5a: Since September 30, 1990, how many involuntary separations have occurred in each of your services which meet the definition of "involuntary separation" for transition assistance purposes?

Answer: For the period of 1 October 1990 through 31 December 1991 we identified a total of 42,000 personnel who meet the criteria of "involuntary separation".

Question 5b: Of those, how many have been contacted and offered the opportunity to enroll in the Montgomery GI Bill, as provided in section 3018A, title 38, USC?

Answer: An information packet was mailed to soldiers who separated during the period 1 Oct 90 through 30 Aug 91. The packet included information concerning their eligibility for transition benefits and services. It also provided specific qualifications and procedures for enrolling in the MGIB. A total of 22,000 packets were mailed in November 1991. Soldiers who have separated since 1 Sep 91 have been given the opportunity to receive preseparation counseling, including information on the MGIB, at their installation prior to separation.

Question 5c: How many have chosen to participate in the GI Bill?

Answer: As of 31 March 1992, 363 soldiers have elected to enroll for MGIB benefits.

Question 5d: Would you support a provision which would provide a similar opportunity for individuals who receive a Voluntary Separation Incentive (VSI) or Special separation Benefit (SSB)?

Answer: The Army would support legislation to provide soldiers leaving active duty voluntarily under the Voluntary Separation Incentive programs to enroll in the MGIB to the extent that it is allowed to transfer Veterans' Educational Assistance Program (VEAP) funds to the MGIB account to make education benefits payments; however, the Army will require additional funding consideration for demands beyond VEAP funding already identified.

Question 6: Section 1142 (c) of title 30 requires that a copy of the medical records of a medically-separated individual be transmitted to the Secretary of Veterans Affairs within 60 days of that individual's separation or retirement. Is this being done?

Answer: On 21 October 1991, a review was conducted of the Army's ability to make health records available to the DVA within 60 days of the soldier's separation and to consider Congressman Montgomery's proposal to transfer all health records to the DVA upon separation from active duty. This review determined that health records of soldiers who filed for VA compensation at the transition activities prior to their release from active duty were transmitted to DVA within 60 days. However, veterans submitting their claims after their release from active duty experienced delays in DVA processing their applications. The DVA had to request the health records of these veterans from the Army Reserve Personnel Center.

The Army Reserve Personnel Center (ARPERCEN) receives records (personnel and health records) within 30 days after soldiers are separated. A delay is experienced to access the records and retrieve the files requested by the VA.

On 16 January 1992, a working group of DVA and Army representatives was assembled to review procedures and drafting of a memorandum of understanding to implement the transfer of all separating soldiers' health records directly to DVA.

Question 7: This is somewhat off our specific topic, but it is an important issue, nonetheless. Are you aware that rules regarding unemployment compensation for ex-servicemembers (UCX) vary from state to state? In some states, for example, a former servicemember who receives severance pay is eligible for UCX while, in other states, severance pay disqualifies a new veteran for unemployment compensation. Do you have any position on this situation?

Answer: I am aware that current Federal law requires that an individual must have completed his/her first full term of active service and have been separated from the military service under honorable conditions. If an individual is separated prior to the expiration of their service agreement, he/she must have been separated for (1) the convenience of the Government under an early release program; (2) because of medical disqualification, pregnancy, parenthood, of any service connected injury or disability; (3) because of hardship or (4) personality disorders or inaptitude. An individual also must meet the monetary qualifying requirements of the unemployment insurance law of the state in which he/she makes an application. My position is that the receipt of any incentive payment (severance pay) provided by the Services to assist in the transition and relocation of our soldiers should not preclude entitlement to unemployment compensation if they are otherwise qualified.

UNCLASSIFIED

01 03 051341Z DEC 91 PP PP UUUU

DA WASHINGTON DC//DAPE-ZA//
CINCUSAREUR HEIDELBERG GE//AEA-CC//
CDRUSAEIGHT SEOUL KOR//CC//
CDRTRADOC FT MONROE VA
CDRFORSCOM FT MCPHERSON GA
CDRAMC ALEXANDRIA VA
CDRUSARPAC FT SHAFTER HI
CDRUSAISC FT HUACHUCA AZ
CDRUSASOC FT BRAGG NC
CDRINSCOM FT BELVOIR VA
CDRUSAHSC FT SAM HOUSTON TX
CDRMDW WASHINGTON DC//ANPE-MP-PSRO//
CDRUSAREC FT SHERIDAN IL
CDRUSACIDC FALLS CHURCH VA//CICG-ZA//
CDRMTMC FALLS CHURCH VA//MTCG//
CDRUSARSO FT CLAYTON PM

UNCLAS

PERSONAL FOR GEN SAINT; GEN RISCASSI; GEN FRANKS; GEN BURBA; GEN TUTTLE; LTG CORNS; LTG KIND; LTG DOWNING; MG SCANLON; MG LANOUE; MG STREETER; MG WHEELER; MG BERRY; BG LARSON; BG TIMMONS

JAMES T. HOFFMAN, CHIEF, POLICY AND PLANS BRANCH
TAPC-PDC, DSN 221-3111

WILLIAM H. RENO, LTG, DA, DCSPER

UNCLASSIFIED 051341Z DEC 91

UNCLASSIFIED

02 03 PP PP UUUU

FROM LTG RENO

SUBJECT: REINFORCEMENT OF THE ARMY CAREER AND ALUMNI PROGRAM

1. THE ARMY CAREER AND ALUMNI PROGRAM (ACAP) IS ESTABLISHED AND OPERATIONAL TO ASSIST INDIVIDUALS SEPARATING FROM THE ARMY. THE ACAP PROVIDES INDIVIDUAL TRANSITION ASSISTANCE TO THE ENTIRE ARMY FAMILY: SOLDIERS, CIVILIANS AND THEIR FAMILY MEMBERS.

2. THE TRANSITION PROCESS FOR THOSE INDIVIDUALS LEAVING THE SERVICE BEGINS 180 DAYS PRIOR TO SEPARATION. THIS TIME FRAME PROVIDES A WINDOW OF OPPORTUNITY FOR INDIVIDUALS AS WELL AS THE CHAIN OF COMMAND TO FOCUS ON TRANSITION. IN THE CASE OF INDIVIDUALS SEPARATING FROM THE ARMY WITH LESS THAN 180 DAYS, INITIATION OF THE SERVICES OF ACAP BECOMES EXTREMELY CRITICAL.

3. THE BENEFITS OF THE ARMY CAREER AND ALUMNI PROGRAM ARE ALREADY BEING REALIZED BY THE ARMY. INITIATIVES SUCH AS THE VOLUNTARY EARLY RELEASE PROGRAM AND THE SELECTIVE EARLY RETIREMENT BOARD AND CIVILIAN REDUCTION IN FORCE WILL INCREASE THE DEMAND FOR ACAP SERVICES. MANY OF THE BENEFITS PROVIDED BY ACAP ARE MANDATED BY LAW. DEPARTING SOLDIERS AND CIVILIANS MUST BE PROVIDED SUFFICIENT TRANSITION SERVICES TO ASSIST THEM WITH THEIR RETURN TO THE CIVILIAN ENVIRONMENT.

UNCLASSIFIED 061341Z DEC 91

4. I SOLICIT YOUR SUPPORT TO ENCOURAGE COMMANDERS AND THE ENTIRE CHAIN OF COMMAND TO ALLOW SUFFICIENT TIME FOR THE TRANSITION PROCESS. WE OWE IT TO OUR SOLDIERS AND CIVILIANS TO ENSURE THAT THEY HAVE AN OPPORTUNITY TO AVAIL THEMSELVES OF THIS VALUABLE PROGRAM.

DEPARTMENT OF THE ARMY
U.S. TOTAL ARMY PERSONNEL COMMAND
ALEXANDRIA, VA
22331-0476

REPLY TO
ATTENTION OF

TAPC-PDC

11 DEC 1991

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Army Career and Alumni Program (ACAP) and Department of Labor (DoL) Transition Assistance Program (TAP) Procedural Guidance

1. Reference message, HQDA (DAPE-MBB-C), 242130Z Jul 91, subject: Transition Assistance.

2. PURPOSE. In accordance with paragraph 2 of reference, this memorandum provides specific guidance on the ACAP and DoL TAP interface.

3. GENERAL. Because the referenced message deals with support to separating soldiers and their spouses, this memorandum does not address the support to transitioning civilian employees. However, ACAP is designed to support civilian employees and does provide for the delivery of job assistance through the Job Assistance Center (JAC).

4. OVERVIEW.

a. Transition Assistance Office (TAO): The Transition Services Manager (TSM) is the commander's principal advisor for transition services and is responsible for coordinating the effective provisions of employment assistance to transitioning soldiers, civilians and their family members. The TSM manages a TAO staffed with trained Transition Services Specialist (TSS). The TSS interview and counsel transitioning soldiers, civilians and their family members to identify required services and sources of those services. The primary role of the TSS is to assist the individual in developing an Individual Transition Plan and make specific referrals to the agency(ies) or program(s) most capable of providing the exact services they need (transportation, medical, finance, JAC, etc).

b. Job Assistance Center:

(1) The Army's program of employment assistance is built upon a system of job assistance training and counseling that is supported by a wide range of automated and non-automated job search tools and sources of information (job search library, bulletin board, employer data base, resume writer, and related services). The program is designed to be executed through the JACs.

(2) The following Army installations/communities are now served by a JAC:

Aberdeen PG, MD
AVSCOM, St. Louis, MO
*Fort Ben Harrison, IN
*Fort Benning, GA
*Fort Bliss, TX
Fort Bragg, NC
Fort Campbell, KY
*Fort Carson, CO
Fort Devens, MA
*Fort Dix, NJ
Fort Drum, NY
Fort Eustis, VA
Fort Gordon, GA
*Fort Hood, TX
Fort Huachuca, AZ
Fort Irwin, CA
Fort Jackson, SC
Fort Knox, KY
Fort Leavenworth, KS
Fort Lee, VA
Fort Leonard Wood, MO
Fort Lewis, WA
Fort McClellan, AL
Fort McPherson, GA
Fort Meade, MD
Fort Monmouth, NJ
Fort Myer, VA
*Fort Ord, CA
Fort Polk, LA
Redstone Arsenal, AL
Fort Richardson, AK
Fort Riley, KS
Rock Island, IL
Fort Rucker, AL
Fort Sam Houston, TX
Schofield Barracks, HI
Fort Sheridan, IL
Fort Sill, OK
Fort Stewart, GA
Fort Wainwright, AK
Camp Casey, Korea
Yongsan, Korea
Fort Clayton, Panama
Baumholder, Germany
Berlin, Germany
Bremerhaven, Germany
Frankfurt, Germany
Hanau, Germany
Heidelberg, Germany
*Kaiserslautern, Germany
*Nuernberg, Germany
Stuttgart, Germany
Vilseck, Germany
Vicenza, Italy
Wuerzberg, Germany

*Indicates ACAP regional sites. These sites will be capable of providing mobile JAC services.

c. The DoL TAP: Working through the State Director for Veterans Employment and Training (DVET), the DoL has developed a 3-day job assistance workshop that provides soldiers and spouses with critical job search skills and information. Specific information on veteran's job programs and rights is included.

(1) The following Army installations currently have or will have TAP and Disabled Transition Assistance Program (DTAP) services available:

SUBJECT: Army Career and Alumni Program (ACAP) and Department of Labor (DoL) Transition Assistance Program (TAP) Procedural Guidance

	FY		FY
Aberdeen PG, MD	92	Fort Lee, VA	92
Fort Ben Harrison, IN	92	Fort Leonard Wood, MO	92
Fort Benning, GA	91	Fort Lewis, WA	91
Fort Bliss, TX	92	Fort McClellan, AL	92
Fort Bragg, NC	91	Fort McPherson, GA	91
Fort Campbell, KY	92	Fort Ord, CA	91
Carlisle Barracks, PA	92	The Pentagon, DC	92
Fort Carson, CO	92	Fort Polk, LA	91
Fort Chaffee, AR	92	Fort Richardson, AK	91
Fort Devens, MA	92	Fort Riley, KS	91
Fort Dix, NJ	92	Fort Rucker, AL	92
Fort Drum, NY	91	Fort Sam Houston, TX	91
Fort Eustis, VA	91	Schofield Barracks, HI	92
Fitzsimmons AMC, CO	91	Fort Shafter, HI	91
Fort Gordon, GA	91	Fort Sill, OK	92
Fort Huachuca, AZ	92	Fort Stewart, GA	92
Fort Hood, TX	92	Fort Wainwright, AK	92
Fort Jackson, SC	91	Walter Reed AMC, DC	92
Fort Knox, KY	92	USMA, West Point, NY	92
Fort Leavenworth, KS	91	White Sands, NM	92

(2) Forts Monroe and Story are provided TAP from Fort Eustis.

(3) Currently, TAP service is available in CONUS, Alaska, and Hawaii.

5. POLICY.

a. At ACAP installations scheduled for but not yet receiving TAP services:

(1) The TSM should contact the local State DVET, who will be responsible for coordinating TAP and the intended parameters of service at your installation (sample coordination letter at enclosure 1).

(2) Installation commanders and their TSM should negotiate a formal Memorandum of Understanding (MOU) with the state DVET (enclosure 2 serves as a minimal level prototype). That agreement should specify the working relationship between the state and the methodology that will be used to coordinate state provided TAP services and installation support for those services. Additionally, the MOU should allow the installation to adjust TAP workshop schedules and the intended parameters of service (i.e., frequency of workshops, ability to respond to installation requests for workshops, facility and support requirements, etc.). The establishment of the optimum schedule

of TAP workshops, as measured in terms of service to soldiers and spouses and minimum conflict with operational activities (exercises, planned installation activities such as Reserve Officer Training Corps (ROTC) summer camp and other significant installation events), can best be accomplished by the TSM.

(3) Congress and the Army require employment assistance and counseling be made available to soldiers and their spouses during the last 180 days preceding a soldier's transition. This 180-day window provides TAO and JAC staffs, soldiers, their spouses, and unit commanders maximum flexibility to schedule necessary employment-related services in a way that best meets the needs of the individual and impacts the least upon military operations and training. Flexibility is maintained and the needs of both the Army and the individual are best met when services are scheduled as early as possible within that six month window.

(4) As a minimum, installations should expect to provide the following support to TAP:

(a) Appropriate training facility. This facility should be accessible to the handicapped.

(b) Marketing of TAP schedules to soldiers and their spouses.

(c) Scheduling/referral of soldiers and their spouses for TAP attendance.

(d) Additionally, the installation TSM is responsible for monitoring the quality of TAP workshops (both through observation and monitoring of customer satisfaction). Whenever TAP services are deemed unsatisfactory (i.e. quality of workshop is poor or workshop scheduling does not adequately support the needs of soldiers and their spouses) the TSM will attempt to resolve the problem through direct contact with the TAP DVET. If direct contact does not correct the problem, the TSM should notify the ACAP proponent shown in paragraph 6 below.

b. At installations where ACAP and TAP co-exist:

(1) The TAP and ACAP JAC are two of the most powerful and complete tools commanders have for providing employment training, assistance, and information to transitioning soldiers and their spouses. The relationship of these two vital service programs (TAP and JAC) and rules for their use are provided below.

(2) Where an installation is fortunate to have both ACAP and TAP, coordinated job assistance services and training will be jointly provided by both programs.

(a) The TAP provides job search training and information to soldiers and their spouses solely through a workshop (normally three days in length). The TAP instructors are not usually assigned to the installation on a full-time basis. The state may, in cooperation with the installation, establish a branch employment office located on the installation. That branch office will provide counseling and job placement services.

(b) The JAC is an Army-unique service for soldiers, DA Civilians, and their families. It provides an integrated system of job assistance services. Those services include a 3-hour job assistance seminar, 6-hour job assistance workshop, individual job assistance counseling, access to a job assistance library and bulletin board, and use of an automated system that provides access to a data base of employers, an automated resume and cover letter writer, and word processing software. Each part of the system builds on the other. For maximum effectiveness, clients should receive the seminar, workshop, and counseling in that order. Worksheets developed during the seminar and refined during the workshop facilitate the counseling effort and use of the automated system. The JAC is a permanent, full-time, presence on the installation. Soldiers and their spouses are eligible for TAP. Soldiers, civilian employees, and their family members are eligible for JAC services.

(c) Although both TAP and JAC offer job assistance instruction, and each can provide stand-alone support to an installation/community, the two programs do not duplicate each other. Instead, TAP and JAC complement and support each other. The careful orchestration of these complementing service providers ensures that the employment-related needs of soldiers and spouses are fully met.

(d) The job assistance workshop will consist of both TAP and JAC instructional elements. A 2-day TAP presentation will be conducted followed by the six-hour JAC workshop on day three. The JAC seminar will not be provided in this instance. The TAP and ACAP personnel will work together to ensure no duplicate information is delivered (see illustration at enclosure 3). The ACAP process, as illustrated, must remain intact to serve clients not eligible for TAP.

(e) Scheduling for workshops will be conducted by the TAO. The TAO, JAC, and state TAP representatives will use the statistical data produced by the TAO (number of individuals scheduled to attend) for planning purposes. The TAO, JAC, and state TAP representatives will also use the initial workshop sign-in sheets or headcount as the primary method of obtaining attendance. If additional data is needed, it will be coordinated by the TSM.

(f) It should be expected that both the TAP and JAC instructional teams will ask audiences to complete critique forms which provide feedback on each module of instruction. The JAC is contractually required to collect the JAC critique forms and provide them to the Army for review. Critique sheets will allow both the Army and the state employment services administration to identify potential problems and correct them.

(g) While no absolute scheduling rule will meet the needs of every installation, a schedule of two workshops provided by TAP and JAC each month may be the most cost-effective method (sample scheduling at enclosure 4). In setting a workshop schedule, commanders must consider potential demand (number of transitioning individuals and family members), capacity and availability of instructional facilities, and the ability of the state to support such a schedule. An important means of smoothing the irregular seasonal flow of customers, and thus maximizing the efficiency of your workshop schedule, is to begin the job assistance process as early as possible. Soldiers and their spouses who begin the process months before transitioning can be scheduled more flexibly than those entering the process days before their transition.

c. The ACAP installations minus the JAC and scheduled for TAP only: Procedures identified in paragraph 5a above will be used.

d. Installations not scheduled for ACAP or DoL TAP: Commanders are responsible for determining the counseling needs and method of providing transitioning services (specifically employment counseling). This may require permissive temporary duty (TDY) to sites where ACAP and/or TAP are provided. Additionally, consideration should be given to coordinate the use of the mobile JAC services through the regional ACAP office.

6. PROPONENCY. The proponent for ACAP and employment/job assistance is the ACAP Division, The Adjutant General's Directorate, U.S. Total Army Personnel Command (TAPC-PDC). Issues relating to the operation of the Transition Assistance Office should be referred to the Transition Assistance Branch (TAPC-PDC-T) at DSN 221-3591/7278 or commercial (703) 325-3591/7278. Issues relating to the operation of the Job

SUBJECT: Army Career and Alumni Program (ACAP) and Department of Labor (DoL) Transition Assistance Program (TAP) Procedural Guidance

Assistance Centers and the Transition Assistance Program should be referred to the Job Assistance Branch (TAPC-PDC-J) at DSN 221-3591/4522 or commercial (703) 325-3591/4522.

Robert L. Ord

Encl

ROBERT L. ORD, III
Major General, USA
Commanding

DISTRIBUTION:
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COMMANDER, U.S. ARMY MILITARY DISTRICT OF WASHINGTON,
  ATTN: ANPE-CFC-F, WASHINGTON, D.C. 22211-5050
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COMMANDER, U.S. ARMY MATERIEL COMMAND, ATTN: AMCPE-CE-S,
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  FORT SHAFTER, HI 96858-5100
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  APO AA 34004
COMMANDER, U.S. FORCES KOREA, ATTN: AJ-HRD,
  APO AP 96205
COMMANDER, HEADQUARTERS, 1ST PERSONNEL COMMAND,
  ATTN: AEUPE-PSSD-PAD, APO AE 09081

S A M P L E

DEPARTMENT OF THE ARMY
U.S. TOTAL ARMY PERSONNEL COMMAND
ALEXANDRIA, VA
22331-0476

REPLY TO
ATTENTION OF

Army Career and Alumni Program

Mr. John Paper
State Director for Veterans
Employment and Training (DVET)
1212 Madison Avenue
Contain, MD 00000-0000

Dear Mr. Paper:

As you may know, the Army has recently responded to the need to transition individuals in a caring, organized and dignified manner by establishing the Army Career and Alumni Program (ACAP). This is a full-time endeavor staffed with professional counselors to assist separating soldiers, civilians and their family members with a better understanding of their benefits and a more competitive edge towards employment. Additionally, Congress has legislated the Departments of Labor, Defense, and Veterans Affairs to jointly provide transition assistance.

I am eager to implement the Transition Assistance Program (TAP) at this installation under the managerial umbrella of the ACAP.

Enclosed is my proposed agreement to implement TAP at (Army Installation). Please review the agreement and coordinate with my ACAP Transition Services Manager (TSM). You can reach the TSM, Joan Clip, at (555) 111-0000.

Sincerely,

Jay P. Desk
Major General, USA
Commanding

Enclosure

S A M P L E

Enclosure 1

SAMPLE

DEPARTMENT OF THE ARMY
U.S. TOTAL ARMY PERSONNEL COMMAND
ALEXANDRIA, VA

22331-0476

REPLY TO
ATTENTION OF

MEMORANDUM OF UNDERSTANDING
BETWEEN
(ARMY INSTALLATION)
VETERANS EMPLOYMENT AND TRAINING SERVICE
U.S. DEPARTMENT OF VETERANS AFFAIRS (DVA)
STATE EMPLOYMENT SECURITY ADMINISTRATION

SUBJECT: Implementation of the Employment Assistance Training Program at (Army Installation)

1. PURPOSE. This Memorandum of Understanding (MOU) between parties sets forth the conditions, stipulations and responsibilities for initiating and/or continuing the employment assistance program at (Army Installation).

2. BACKGROUND. The Army Career and Alumni Program was established as an enduring structure to assist eligible military personnel, Department of the Army civilians (DAC) and their authorized family members with career guidance, benefits counseling, and job assistance as they transition from the Army. Its objectives are: (1) serves as the commander's primary resource agency for developing, coordinating, and delivering transition services to eligible soldiers, DAC, and their families; (2) retain and recruit the highest quality soldiers and civilians; (3) provide a comprehensive system to assist transitioning personnel; (4) transition Army personnel in a caring, disciplined and organized manner; (5) build an Army Alumni which retains a positive and supportive link with the Army; and (6) reduce unemployment among those leaving the Army. The Department of Labor (DoL) Transition Assistance Program (TAP) provides instruction, information and assistance to members of the Armed Forces who are within 180 days of separation, and their spouses, on a regularly scheduled basis at locations designated by the Department of Defense (DoD) with the aim of providing the veteran the skills which will decrease the time of unemployment and the information to make a suitable educational or career choice. Its objectives are the prevention of long-term unemployment problems, enhanced employment services to the disabled and younger veterans most likely to encounter employment difficulties, improved active component retention, enhanced reserve component placement and improved perception of servicemembers at separation.

3. DEFINITIONS. For the purpose of clarification the definitions for a facilitator, a coordinator, and a point of contact (POC) are as follows:

SAMPLE

Enclosure 2

a. Facilitator - person whose primary duty is presenting instruction and providing administrative support of the 3-day workshop.

b. Coordinator - person who has the overall responsibility for employment assistance services at the installation, to include scheduling and logistics.

c. Point of Contact (POC) - representative of each of the partners who is charged with carrying out that partner's responsibilities.

d. POC and coordinator may be the same person.

4. RESPONSIBILITIES. Program delivery leadership for TAP is concentrated in DoL. Participation of service members and logistical control is vested in DoD. Program authority in regard to instruction on Veterans' rights, benefits, and obligations will be provided by the Veterans Affairs (VA).

a. All parties involved jointly agree:

(1) To work together to achieve ACAP and TAP goals and to resolve conflicts at the lowest level possible.

(2) To establish frequency of workshops in accordance with available resources and number of separations.

(3) To avoid duplication of programs.

(4) To coordinate the support services available in the local community (other public agencies, military and veterans service organization, private sector).

(5) Identify additional resources required to effectively implement and maintain a fully operational employment assistance program, and take necessary action to obtain those resources.

b. Army Installation will provide:

(1) A coordinator for overall implementation of the employment assistance program who acts as the installation commander's representative (at installations where ACAP is available, the Transition Services Manager (TSM) will coordinate this program).

(2) Suitable classroom facilities on a regularly scheduled basis. Such facilities must include utilities (adequate lighting, air conditioning, heat, etc.), male and female restrooms, furniture (tables, chairs, lectern, etc.),

handicapped access, and sufficient parking. Audio Visual equipment (projection screen, overhead projector, microphone, etc.) and telephone and janitorial services will also be provided.

(3) Notification and registration of participants.

(4) Ongoing publicity such as, but not limited to, posters and flyers.

(5) Encouragement and promotion of maximum participation as stated in Public Law 101-510 Sec. 1144.

(6) Secondary source of qualified facilitators (specifically, ACAP Job Assistance Center contract staff will conduct the six-hour workshop).

(7) Monitoring of workshop delivery to maintain a quality program.

c. State Employment/Job Service will provide:

(1) A POC to coordinate with the POCs from the other parties involved.

(2) Management of guest speakers supplementing the assigned facilitators.

(3) Primary source of qualified facilitators to staff the workshops (specifically, provide qualified instructors for the TAP portion of the 3-day workshop).

d. Veterans Employment and Training Service will provide:

(1) The State Director of Veterans Employment and Training Services (DVET) as the POC.

(2) All training materials required for the workshop (instructors manuals and slides/overhead, participant workbooks, etc.).

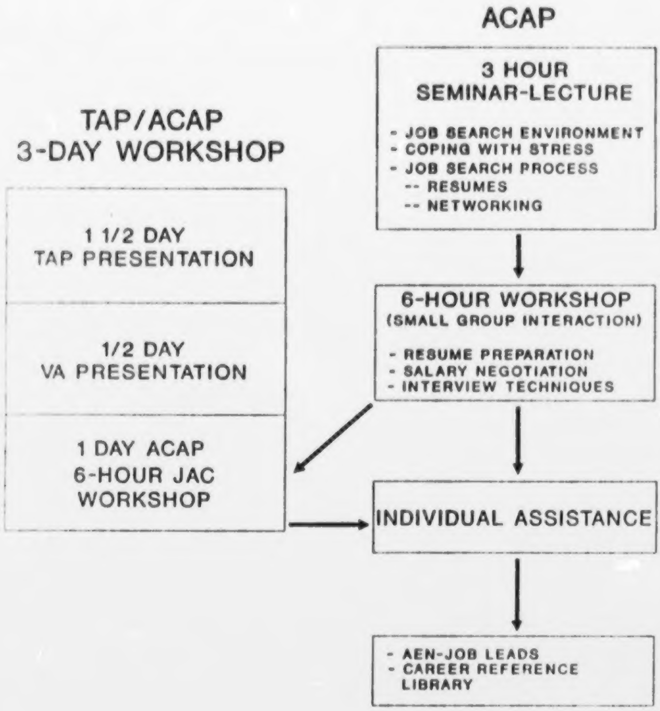
(3) Training for facilitators.

(4) Supervision of facilitators provided by the State Employment Service and Department of Labor Contractors.

e. Department of Veterans Affairs Veteran Assistance Service will provide:

(1) A POC to coordinate with the POCs from the other parties involved.

TAP/ACAP COMPLEMENT



ACAP

3 HOUR
SEMINAR-LECTURE

- JOB SEARCH ENVIRONMENT
- COPING WITH STRESS
- JOB SEARCH PROCESS
  - RESUMES
  - NETWORKING

6-HOUR WORKSHOP
(SMALL GROUP INTERACTION)

- RESUME PREPARATION
- SALARY NEGOTIATION
- INTERVIEW TECHNIQUES

INDIVIDUAL ASSISTANCE

- AEN-JOB LEADS
- CAREER REFERENCE LIBRARY

TAP/ACAP
3-DAY WORKSHOP

1 1/2 DAY
TAP PRESENTATION

1/2 DAY
VA PRESENTATION

1 DAY ACAP
6-HOUR JAC
WORKSHOP

Enclosure 3

SAMPLE

DEPARTMENT OF THE ARMY
U.S. TOTAL ARMY PERSONNEL COMMAND
ALEXANDRIA, VA
22331-0476

REPLY TO
ATTENTION OF

(DATE)

TAPC-PDC-J

MEMORANDUM FOR RECORD

SUBJECT: Schedule for ACAP and TAP training at (INSTALLATION).

1. The following training will be conducted twice a month effective (DATE):

Tuesday	-	0800 - 1600	TAP
Wednesday	-	0800 - 1400	TAP
		1415 - 1600	VA
Thursday	-	0800 - 1400	ACAP JAC

2. Each attendee will be referred by the Transition Assistance Office (TAO) and scheduled for training by the JAC.

3. Point of contact for this action is (NAME), (TELEPHONE).

JOAN CLIP
Transition Services Manager
Army Career and Alumni Program

SAMPLE Enclosure 4

(2) Guidance on the role of all Veterans Service Organizations.

(3) Coordination with Vocational Rehabilitation and Education Service in implementing Disabled Transition Assistance Program (DTAP).

5. TERMINATION. This MOU will automatically be renewed on the anniversary date unless 30-day written notice of termination is given by any party. The agreement can also be terminated at any time upon 30-day written notice by any party.

________________________ Installation Commander or Authorized Representative	________________________ Director for Veterans Employment and Training (DVET)
________________________ Veterans Service Officer	________________________ Job Service Manager

Dated and signed this_______day of________________________, 19__.

Maryland
Department of Economic & Employment Development

William Donald Schaefer
Governor
Mark L. Wasserman
Secretary

Division of Employment and Training
Office of the Assistant Secretary
1100 North Eutaw Street
Baltimore, Maryland 21201

Telephone: (410) 333-5070

May 5, 1992

The Honorable G. V. (Sonny) Montgomery
Chairman
Committee on Veterans' Affairs
U. S. House of Representatives
335 Cannon House Office Building
Washington, DC 20515-6335

Dear Congressman Montgomery:

In response to your letter of March 24th, the enclosed information is provided as a follow-up to the Committee's hearing on March 19, 1992.

I do not have all the data necessary to provide a detailed analysis, so I have concentrated on the basic principles regarding the current formula for distributing Local Veterans Employment Representative (LVER) and Disabled Veterans Outreach Program (DVOP) resources.

I appreciate the opportunity to provide further comment and would be glad to work with Committee staff and the Department of Labor in this regard.

Thanks for your continued efforts to ensure that this nation's Veterans employment and training services meet the needs of our separating and separated personnel.

Sincerely,

Charles O. Middlebrooks
Assistant Secretary

COM:bh

Enclosure

"Our goal is to do the right things right the first time, on time and every time"

Questions Submitted By
Committee on Veterans Affairs
To Charles O. Middlebrooks
Maryland Department of
Economic and Employment Development
Veterans' Employment Program
March 19, 1992

1) Do you believe the current formula which exists in law provides appropriate numbers of personnel to address the employment needs of veterans and disabled veterans in your state and other states?

There are several issues involved in response to this question: (1) the formula; (2) the appropriations; (3) the distinction between pre-separation services and services to separated veterans.

(1) Formula

The current formula for LVERs is based on the number of full-service local offices nationally. The threshold number is 1,600. The trade offs are (a) coverage in all areas, especially rural areas of states vs. (b) workload which is more population based.

Because of reorganizational shifts that in some cases result in consolidation of offices for efficiency and in other cases expansion through interagency cooperative agreements, the LVER formula should be modified to place less emphasis on the number of local offices and more emphasis on population and service levels.

As a possible compromise, the formula could be weighted one-half on number of local offices and one-half on veterans population and service levels. Or perhaps a one-third, one-third, one-third formula based on these three factors.

Depending on the analysis of shifts among states, it might be necessary to have a 90%-95% hold-harmless provision.

Again the Department of Labor should have ample detailed information necessary to run a number of allocation alternatives for LVER resource distribution.

The DVOP formula is based on population, using one position per 5,000 disabled and Vietnam-era veterans distributed by state. Whether the one per 5,000 is adequate or whether Vietnam-era numbers are still to be a major factor are separate issues. Otherwise, the population based formula, exclusive of DTAP considerations, is equitable among states.

(2) Appropriations

Regardless of the formula used or the required staffing levels provided for in authorizing legislation, appropriation levels determine actual staffing levels.

In that regard, appropriation levels in the past few years have not been adequate to provide states sufficient funding for staffing at the authorized levels.

Information already provided to the Committee through the Interstate Conference of Employment Security

Agencies indicated that in the current fiscal year, there is a 10.6% shortfall in funding and a 8.9% shortfall in staffing relative to the authorized staffing level.

On the other hand, we can appreciate the dilemma faced by the Congress in automatically funding an authorized staffing level with its associated built-in increases in costs which may be more than the overall rate increases in federal funding, not to mention the additional problems associated with finding funding for new initiatives.

As long as the veterans service grants are separately funded, with specific federal requirements, the appropriations-authorization issue is likely to continue. In a sense, current agreements are reimbursable contracts with required procedures and administrative mechanisms. Therefore, if appropriations are short, then service levels will also be short.

(3) Pre-Separation vs. Post-Separation

As I testified before the Committee, the current authorized level of LVERs and DVOPs is based primarily on resident Veterans population in the various states. (Post-separation).

Pre-separation installation population in the various states is not a factor in either the authorization level or the formula.

When states are involved through LVERs and DVOPs with pre-separation services, then this impacts them in two ways: (a) providing new services not previously provided to the extent now desired, and (b) providing these services not only to military personnel separating to their particular state, but to all separating personnel at the installation(s).

In this regard and if these pre-separation services are to be included, then with the authorized level and the formula are inadequate. (See following response to 2nd part of the question.)

1a) Should the formula be modified to account for the number of military installations with TAP/DTAP in a given state or modified in other ways?

Yes, there should be a different formula for those portions of funding directed to pre-separation services such as TAP and DTAP.

The level of resources for pre-separation services should be determined by the extent of services to be provided by SESA veterans staff in cooperation with military installations and by the number of separating personnel expected to receive such services.

Ex: If pre-separation services could be provided to 1,000 persons annually with one full-time equivalent position and if it was estimated that two-thirds of the 330,000 separating personnel would receive such services, then nationally that would require 220 equivalent positions. Another way to do this would be to set a unit cost per unit of such pre-separation services and determine national funding accordingly. AT $50 per unit of pre-separation service for the same two-thirds service level would require $11,000,000. I have no idea as to the appropriateness of the 1,000 or $50 unit figures, but I am sure Department of Labor officials could provide analysis for costing out these services. I did state in the hearing discussions that a 10% increase in current resources would be a quick estimate of requirements for pre-separation services. The above figures are slightly less than the 10% estimate.

Once the level of resources is determined, then the source must also be determined. Two options or combinations of the two are available: (a) new or added authorization/ appropriation; (b) deduct from current authorization/ appropriation; or (3) combination of additional and current.

The formula for distributing these resources should be based on estimated numbers of separating personnel by installation and the distribution of such installations among the states. Resources should be allocated to states on a fixed unit, workload performed basis in order to provide flexibility to the Department of Labor in accommodating shifts in workload or mis-estimates. States should be able to manage this kind of arrangement because they do it in Unemployment Insurance, Job Corps, etc.

Maryland
Department of Economic &
Employment Development

William Donald Schaefer
Governor
Mark L. Wasserman
Secretary

Division of Employment and Training
Office of the Assistant Secretary
1100 North Eutaw Street
Baltimore, Maryland 21201
Telephone: (410) 333-5070

April 6, 1992

The Honorable Timothy J. Penny
Chairman
Subcommittee on Education, Training
and Employment
U. S. House of Representatives
Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, DC 20515-6335

Dear Congressman Penny:

Enclosed are my responses to the additional questions arising out of the Subcommittee's March 19, 1992 hearing.

My response to the additional question on the current allocation formula will be forwarded by the requested April 29th date.

I want to again take this opportunity to thank you for the Hearing follow-up meeting with Department of Defense and Department of Labor representatives. We had a follow-up meeting that day and another is planned for April 7th to continue work on the Interstate Job Bank project.

I also want to thank you for taking time to address the IJB Workshop at the Winter ICESA Conference. Subsequently we have commitments from California, Georgia and Texas to come on line with the IJB shortly.

It is a pleasure to work with you and the Committee. Please do not hesitate to call on us with any concerns or requests.

Sincerely,

Charles O. Middlebrooks
Assistant Secretary

COM:bh

Enclosure

"Our goal is to do the right things right the first time, on time and every time"

DEPARTMENT OF ECONOMIC AND EMPLOYMENT DEVELOPMENT

1. Are there adequate resources in your state to provide TAP training for all separating servicemembers who request it?

   While we do not have data on the number of separating servicemembers at all military installations in Maryland, we do know that our agency does not have adequate resources to assist with or provide TAP training to the extent we have been requested.

   For example, we have been asked to provide TAP training at the Bethesda Naval Hospital for approximately 1,000 separating servicemembers during the year. Assuming that 500 persons request TAP training, it would be necessary for us to reassign the equivalent of 1/2 to 3/4 staff persons from existing local office DVOP responsibilities to this task.

   There are similar, lesser requests from other installations.

   a. Would class size have to increase significantly in order to accommodate these individuals?

      Yes. And to schedule larger class sizes would probably mean scheduling workshops with widely varying separation dates in the same workshop.

   b. What resources would be required to enable all interested servicemembers to participate in the TAP workshops and maintain class sizes of 30-60?

      While we do not have complete data on the full demand for TAP training in the state, we estimate that the equivalent of an increase of 5%-10% in current LVER-DVOP resources would enable us to provide TAP training in cooperation with installation staff at the levels suggested in the question. In the case of Maryland, this would mean the equivalent of 3-6 positions over and above the currently authorized 58 level.

2. What specific steps have been taken to enhance the Interstate Job Bank?

   Three years ago, Maryland and the other five states in Region III, launched the "Multi-State IJB Project" with grant funds provided by the Department of Labor. This project is still ongoing and is funded through August of 1992. The accomplishments to date are as follows:

   o Multi-State Job Order Agreement

   In order to increase job listings from the Region, the states entered into a Job Order Agreement with common criteria. Subsequently, all open, permanent job listings at $6.00 per hour or better are transmitted to the IJB daily or no later than after 10 days. With this effort, Region III job orders tripled. (The March 31, 1992 daily open order file contains 1,750 or 19.2% of the total national orders - see Attachment A.)

   o ALEX Mainframe

   In order to expand services, a self-service job search capacity was developed to enable job seekers to assist themselves and to free staff for other services. The mainframe version is delivered via local office networks throughout the State of Maryland, usually in open self-service areas.

o ALEX Kiosk

This version is a touch screen, stand-alone kiosk that can be used for self-search at remote sites such as shopping malls, colleges, military installations, etc.

o XELA Mainframe

This capacity has been developed, and will be field tested in May, to allow employers to self-search the applicant data base for referrals. This capacity could for example, be used to allow an employer to review Ft. Meade (or any other installation) job applicants who are transitioning out of the service, and ask for specific referrals. (Eventually, this will have a resume output capacity.)

o ALEX P.C.

This is also a stand-alone capacity developed at the New York IJB headquarters. It provides a high mobile, computerized "note pad" capacity.

a. How do you envision the enhanced system working?

In Maryland, we currently have five ALEX terminals (2 self-service) at Ft. Meade, three (2 self-service) at Aberdeen Proving Ground, and two (1 self-service) at Andrews AFB.

All these access terminals, plus the additions we are requesting, are or will be located at transition service offices, one-stop-shops," family service centers, or education centers at installations.

We also hope to have 3-6 portable ALEX P.C.'s to utilize at smaller installations requiring more infrequent service.

We will also have hard copy versions to facilitate multiple users quickly.

Maryland agency veterans staff will work in conjunction with military TSO staff in facilitating employment connections in Maryland and in other states.

We would also like to provide our Resume Classified service, particularly, for persons with professional, technical or managerial classifications.

b. Specifically, what funding level would be required to make the required adjustments?

We have not worked up a funding request for the network configuration indicated above but will do so shortly. It is our initial estimate that both the personnel and network support needed for agency support of transition services could be delivered with a 5% to 10% increase in DOL grant funds. This would amount to approximately $140,000 to $280,000 additional funds over currently authorized levels. Since Maryland is over represented in DOD personnel relative to resident veterans population, this percent increase might not be required for other states.

Funding for transition services could be handled on a "contingency" basis like unemployment insurance. In this way, supplemental funding could be provided above base LVER-DVOP levels, depending on transition services workload.

3. If the DVOP and LVER funding levels in the President's budget are not increased, what will be the impact on the ability of these veterans' employment staff to continue to participate in TAP workshops?

   TAP training will be shortened, or provided in larger groups, or provided less often than needed, or local office veterans staff will have to be pulled off of regular employment services being provided to existing veterans in the community.

   The more existing staff are required to assist with the provision of TAP training, the less time they will have to assist separating servicemembers or existing veterans with employment connections.

4. Mr. Hines, you mentioned the contracts you have with GE and Kodak. Could you further describe this relationship? Could this be translated into DOL contracts for TAP?

   In Maryland, for example, we have trained 16 employment service staff to provide rapid response services in conjunction with industry plant closings or other dislocations. These persons along with other local Job Training Partnership Act staff conduct orientation programs, job searching and resume workshops, and other basic adjustment services as needed. These team personnel react on a demand basis much as a volunteer fire crew without having to function as a permanently staffed group dedicated 100% to rapid response activities.

   The agency has the capacity to provide TAP training both on a full-time and on an as needed basis. These services can be provided on a fixed price basis (cost per TAP workshop), such as we currently do with the Veterans Administration in Baltimore. Through such contract arrangements, flexibility on a national or regional basis can be preserved to allow for variations in anticipated workload at different installations.

   In a state like Maryland, TAP trainers under state agency administration could service a number of installations in the State while at the same time working closely in cooperation with local office veterans representatives.

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TOTAL JOB ORDERS RETAINED     =            8389
        CHANGES TO ABOVE      =     240
TOTAL JOB ORDERS ADDED        =             722
TOTAL JOB ORDERS DELETED      =     577
TOTAL OPEN ORDERS ON FILE     =            9111
          ALABAMA                           104
          ALASKA                             58
          ARIZONA                             7
          ARKANSAS                            8
          CALIFORNIA                          4
          COLORADO                           47
          CONNECTICUT                       151
          DELAWARE                          128 ←
          DISTRICT OF COLUMBIA              150 ←
          FLORIDA                          1098
          GEORGIA                            13
          HAWAII                              1
          IDAHO                             250
          ILLINOIS                           28
          INDIANA                             0
          IOWA                              102
          KANSAS                             47
          KENTUCKY                           32
          LOUISIANA                         160
          MAINE                              18
          MARYLAND                          303 ←
          MASSACHUSETTS                      21
          MICHIGAN                            2
          MINNESOTA                         644
          MISSISSIPPI                        39
          MISSOURI                           64
          MONTANA                            18
          NEBRASKA                           78
          NEVADA                             57
          NEW HAMPSHIRE                      45
          NEW JERSEY                       1179
          NEW MEXICO                          1
          NEW YORK                         1608
          NORTH CAROLINA                    222
          NORTH DAKOTA                       99
          OHIO                               57
          OKLAHOMA                            2
          OREGON                             58
          PENNSYLVANIA                      706 ←
          RHODE ISLAND                        5
          SOUTH CAROLINA                    420
          SOUTH DAKOTA                      134
          TENNESSEE                           8
          TEXAS                              57
          UTAH                              110
          VERMONT                            29
          VIRGINIA                          426 ←
          WASHINGTON                         58
          WEST VIRGINIA                      37 ←
          WISCONSIN                          44
          WYOMING                            54
          GUAM                               34
          SR. EXEC. SERVICE                  86
          PUERTO RICO                         0
          US ARMY                             0
          US AIR FORCE                        0
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Region III
1750 of 1922

STATE OF NEW YORK
DEPARTMENT OF LABOR
Governor W. Averell Harriman
State Office Building Campus
Albany, New York 12240

THOMAS M. HINES
Executive Deputy Commissioner of Labor

April 2, 1992

The Honorable G.V. Montgomery
Chairman
U.S. House of Representatives
Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, D.C. 20515-6335

Dear Chairman Montgomery:

As requested, please find attached responses to questions forwarded to this office on March 20 and March 24, 1992. If any additional information or clarification is necessary, please contact me directly.

Sincerely,

Thomas M. Hines

Thomas M. Hines

Attachment

Telephone (518) 457-2270 FAX (518) 457-6908

1. **Are there adequate resources in your state to provide TAP training for all separating servicemembers who request it?**

The New York State Department of Labor, in close cooperation with our Director of Veterans Employment and Training Service, is responding to the requests for Transition Assistance Program (TAP) classes for all those who request such training. As I noted in my statement, we currently are offering TAP classes at Plattsburgh AFB, Griffiss AFB, Fort Drum, and the Navy Homeport Facility on Staten Island. We will be starting regular TAP classes at the United States Military Academy at West Point in late April, which will also serve men and women separating from nearby Stewart AFB. We are negotiating with Seneca Army Depot in Western New York and the Navy Nuclear Facility at Scotia to possibly begin classes later this fiscal year. To our knowledge, we have not had to turn away any separating servicemembers where we have been able to set up classes. However, the adverse impact on other services is detailed below.

Would class size have to increase significantly in order to accommodate these individuals?

We have attempted to maintain class size of 30-45 individuals. In two instances, we had to accommodate more than 60 in one class because of an unexpected influx of enrollees who could only attend at that time. However, we continue to work with the effort to keep the size of the classes in the optimum range.

What resources would be required to enable all interested servicemembers to participate in the TAP workshops and maintain a class size of 30-60?

New York State has a very small percentage of servicemembers who are actually separating at military sites located in our State. We made the decision almost two years ago to provide the best possible to these men and women who have served our country well, even though 90% of them would be returning to another state after separation. In part because of relatively small volume of separatees in New York (as opposed to California, Texas, and other states) we have been able to stretch our resources to accommodate this need. I would also add that we have had tremendous cooperation and leadership from our Federal partner, James H. Hartman, Director, Veterans Employment and Training Service, United States Department of Labor for New York. We have also had excellent cooperation from the Commanders at bases in New York State.

However, what we have done thus far begs the question of what resources are being expended on these efforts that would otherwise go to assisting veterans in need of employment and training services who are residents of New York. We are currently devoting the equivalent of between five and six Full Time Employee Equivalents (FTEE) to this effort. In dollar terms, this would be the equivalent of $300,000 to $450,000 per fiscal year. Our position is that the United States Department of Labor should request the full $9 million authorized for transition assistance in Public Law 101-510, and put at least $7 million of the funds out to the State Employment Security Agencies (SESAs) on a proportional basis. Approximately $1.5 million of these funds should be reserved for enhancements to the Interstate Job Bank (IJB) specifically focused on providing priority service to Veterans and separatees, and to assist in serving spouses and civilian base employees. These funds would do much to offset the resources that many states are now devoting to TAP classes.

It is important to bear in mind that most SESAs are also preparing for (and already handling) an increased workload of recently separated veterans seeking assistance, and doing this with a budget that is underfunded.

2. What specific steps have been taken to enhance the Interstate Job Bank?

Through the involvement of key state agency staff in committees and workshops on the IJB, personal contacts with agency administrators, and the award by the United States Employment Service of automation monies to those state agencies that will automate their IJB functions - the combined results of these three efforts have set the goal of 30 states including Texas and California as full participators in the IJB by July 1, 1992. Ten more will be added by October 1, 1992 which will mean that all but the most rural states will be participating in the active bank.

Full participation involves submitting all job vacancies unfilled at the end of 10-15 days, frequent electronic receipt and distribution of IJB jobs, and inclusion of IJB jobs in state agency on-line systems including ALEX type systems. The results of these efforts will be a greatly expanded job database of 35,000 to 45,000 active vacancies fully accessible to separatees and other job seekers on a timely basis. Two charts are attached that represent the current distribution of IJB jobs, one by occupation and the second by age of job listings.

The development of a Personal Computer (PC) version of the ALEX system now allows for the full portability of this resource to both employment service and military computers available at separation centers.

How do you envision the enhanced system working?

It is our intent to make the expanded IJB job opening database available to separation sites through the following basic delivery systems:

a. Where the state agency has permanent computer terminals at the military site which are connected to the state mainframe, the IJB job openings will be made available through an on-line, real-time connection with that mainframe. IJB will update the states' mainframe overnight.

b. Where PC equipment is provided by either the employment service or the military, the ALEX system and database will be made available in the media desired, e.g. on diskettes or downloaded electronically from an agency mainframe or PC.

c. We will provide the ALEX system to the Department of Defense (DoD) for inclusion in their bulletin board. This can be done in two ways. The database can be resident on the system. IJB will update the bulletin board listings electronically from Albany. Or, the bulletin board can act as a connection to another computer housing the ALEX database. In this case an inquiry to the ALEX job listings will be routed by the bulletin board to the host computer. The user will be unaware that another system has been accessed.

The IJB will provide to the DoD bulletin board its directory of Employment Service locations' address and phone contact information. IJB will provide the updates to this directory as they become available to the IJB.

d. Where a network service is available to which overseas sites can dial into at minimal or no cost, then IJB will download its database to that network for access by its users.

e. **Information on separatees occupational and location preferences, training and experience available in DoD's Defense Outplacement Referral System (DORS) could be passed to the employment service network through the IJB. This would in effect provide a type of electronic mail service between the military base and the employment service location where the individual will receive placement assistance following separation.**

f. **To provide a human network to balance the impersonal electronics, we propose the establishment of a phone bank reachable by an 800 number, staffed by a cadre of individuals fully knowledgeable in the Transition Assistance Program and the resources available. This enhancement would result in the ability of the IJB network to also provide priority service to veterans and separatees.**

This "information central" unit through its contacts with DoD, Military Services and SESA staff, not only would serve as a valuable resource to these staff, but also would be a valuable source of information for the coordination of services among the agencies involved.

Specifically, what funding level would be required to make the required adjustments?

Approximately $1,460,000 the first year as identified below. Subsequent year costs would be reduced by approximately $250,000 to $400,000.

The computer processing and communication costs generated from *items a, b and c* above will be accomplished within existing IJB and SESA budgets.

Network services which will provide overseas military bases with job availability, local labor market information and other resources that may be added later on will cost approximately $800,000 the first year, with subsequent year costs around $550,000. As the military bases will be the primary consumers of this service, it is expected that DoD will be asked to fund network services.

The "help desk," "information central" described in *item f* will cost approximately $160,000 in communications and equipment charges plus $240,000 in personal services costs.

Software development and computer services costs in the first year are estimated at $260,000.

3. **If the DVOP and LVER funding levels in the President's budget are not increased, what will be the impact on the ability of these veterans' employment staff to continue to participate in TAP workshops?**

New York State is not alone in facing the "Hobson's Choice" of not providing as much service as you can with a too limited budget to New York residents who are veterans, or not providing the kind of services we believe should be provided to all men and women before they leave the military, to better enable them to know what services and choices are available and how to obtain those services. In short, many state officials are torn between their sense of obligation as Americans toward all servicemembers separating from sites located in their state and their sense of responsibility as state officials to maximize resources available to the full-time resident citizens of their state. If the DVOP/LVER program request was for the full amount mandated by law, and the Administration requested the full $9 million authorized by Public Law 101-510 (and transferred the bulk of these funds to the SESAs actually delivering the services), then this situation would be remedied, and meet the intent we believe expressed by the Congress.

4. **Mr. Hines, you mentioned the contracts you have with GE and Kodak. Could you further describe this relationship? Could this be translated into DOL contracts for TAP?**

The contracts that the New York State Department of Labor has with GE, Kodak, and other companies are revenue contracts that are performance based, which call for NYSDOL trained personnel to provide job search workshops to the employees of those companies who are being laid off due to a restructuring of the company's workforce. We have conducted such activities for a number of years, in addition to the activities of our local office operations. An illustrative example would be the "Employee Assistance Center" we established on the premises at the GE plant in Schenectady, N.Y. This center conducted a Job Search Workshop, Dislocated Worker Orientation, vocational counseling and testing, assistance in development of appropriate classroom and on-the-job training programs for each person, job development, information on supportive services and potentially appropriate education programs, and group as well as individual assistance sessions. This service was perceived to be valuable so that the company for $100,000 of the additional cost of such intensified on-site service. On occasion, this type of activity has been augmented by Job Training Partnership Act (JTPA) discretionary grants or other income sources. Other examples of revenue contracts for employer specific services by the New York State Department of Labor include: AT&T, Alliance for Employee Growth and Development -- four sites statewide and JTPA subcontracts to provide services for General Railway Signal, Standard Register, Lawyers Cooperative, Morris Knudsen and other General Electric locations.

The point is that we believe that we can and do provide good employment services when we have the resources to do the job. We believe that the Army and other elements of the Department of Defense would better serve those military and/or civilian workers being separated by means of developing such performance based contracts with the State Employment Security Agencies, instead of reinventing the wheel by attempting to set up an entirely new system of "Job Assistance Centers" and their own alternative to the Interstate Job Bank.

ADDITIONAL QUESTIONS

1. **Do you believe the current formula which exists in law provides appropriate numbers of personnel to address the employment needs of veterans and disabled veterans in your state and other states?**

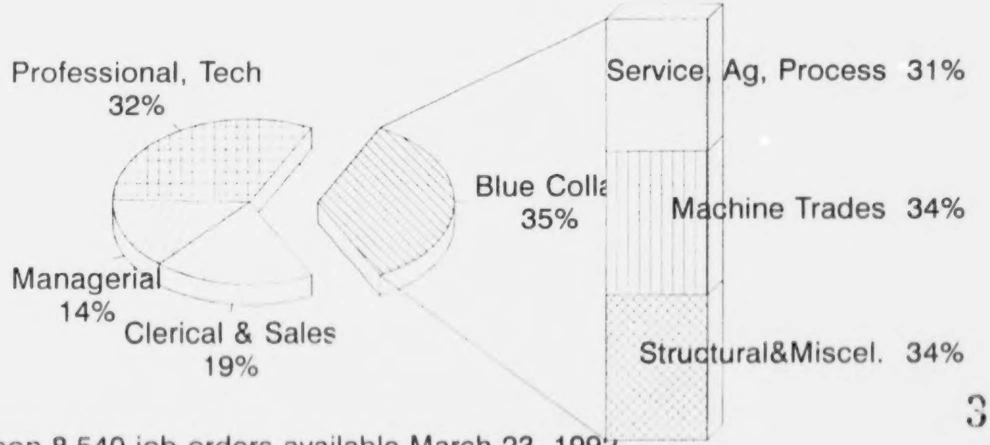
We believe that the current formulas for allocation of Local Veterans Employment Representatives (LVER) and Disabled Veterans Outreach Program (DVOP) Specialists would be adequate to meet the employment needs of the veterans who are New York State residents if it was fully funded and if the funding of the basic employment service were adequate. The Administration request for Fiscal Year 1993, by their own admission, is more than 450 positions short of the statutorily mandated levels of 1,600 LVERs and 1,887 DVOPs. In the current fiscal year, New York is receiving enough funding for 98 DVOPs (as opposed to our mandated allocation level of 104) and for 76 LVER positions (as opposed to our mandated allocation level of 78). This shortage will be even more acute if the Congress does not fully fund the veterans personnel despite the Administration not requesting the needed funds. An additional concern is adequate funding of the Employment Service itself. The cumulative effect of over a decade of "level" funding and/or underfunding of the employment service is taking a significant toll on staffing levels and acutely needed modernization efforts. In short, the current formula for DVOPs and LVERs would be adequate if the appropriations to match the theoretical allocation were forthcoming and the employment service funded at $950 million (+).

Should the formul[illegible] modified to account for the number of military installations with T[illegible]DTAP in a given state or modified in other ways?

We believe that if $5 million of the funding authorized by Public Law 101-510 were to be allocated on a proportional basis to the states engaged in TAP/DTAP activity, it would "hold harmless" in large measure those states from having to choose between serving separating servicemembers or their future residents. California and Texas, with probably the most TAP/DTAP activity would receive as much as a third of these funds. Other states with relatively minimal activity like New York, would only receive a modest amount of funds, but enough to be able to continue the activity if we were fully funded in the 202 (LVER), 203 (DVOP), and 205 (Employment Service) categories. I must note one frustrating situation not specifically related to the formula. Currently, while my Veterans staff are permitted to provide services to potential separatees, such service does not count toward the Veterans Performance Indicators. This is based on the fact that prior to separation, these individuals do not meet the technical definition of a veteran. Therefore, time spent on such services is not recognized and can potentially adversely affect the measure of a state's performance. This technical myopia should be corrected administratively by the U.S. Department of Labor.

I also want to state, both as a disabled Vietnam era veteran and on behalf of the New York State Department of Labor, the belief that the fullest possible assistance to the men and women separating from the military should be a permanent and important part of our mission in the State Employment Security Agencies. This is a commitment that we are determined to honor and only ask for the minimal resources needed to do so.

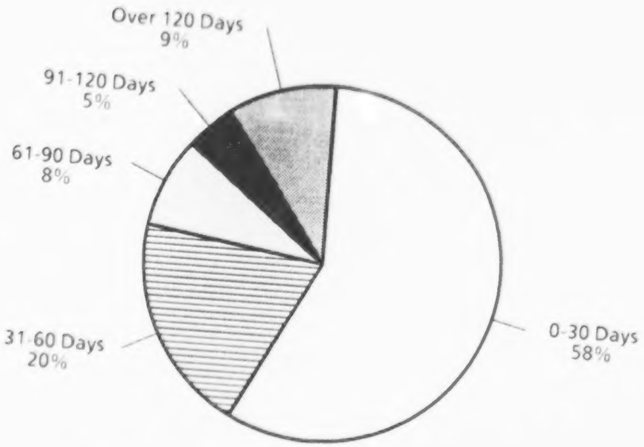
Distribution of Occupations in the IJB



Based upon 8,540 job orders available March 23, 1992

Active File as of March 23, 1992

DISTRIBUTION OF IJB JOBS
BY ORDER AGE



Median Age Of IJB Orders Is 23 Days

DISABLED AMERICAN VETERANS
National Service & Legislative Headquarters
807 Maine Avenue, SW
Washington, DC 20024
(202) 554-3501

(1) In your testimony you mentioned the assistance Department of Labor is providing for dislocated GM workers. Would you describe what assistance and tell us how DOL could provide similar support to separating service members?

Attached is a copy of a March 18, 1992, letter addressed to Deputy Secretary of Labor Delbert Spurlock on this subject. The letter details what the Department of Labor has undertaken and suggestions on what steps they could take on behalf of servicemen and women through the Transition Assistance Program/Disabled Transition Assistance Program. (TAP/DTAP).

(2) It has been suggested that attendance at TAP seminars be made mandatory. Would your organization support such a change in policy?

To the extent TAP sites can accommodate separating military personnel, we believe they should be mandatory. The limited history reveals those who have gone through a TAP/DTAP session tend to do better when they become civilians. The TAP/DTAP seminars provide necessary skills and knowledge to assist the transitioning military person to civilian life. Additionally, it has been pointed out that those with minimal transferable skills are the ones who generally do not have an opportunity to attend.

(3) Testimony we received points out that, although P.L. 101-510 authorizes the use of veteran and military service organizations in the TAP/DTAP presentations, no direction has been provided to employment service offices and military installations regarding this matter. No national policy has been established. Specifically, what contributions would members of your organizations like to make to the transition program?

Because Public Law 101-510 does authorize the use of veterans' service organizations and because no direction has been provided, we sent the attached December 6, 1991 letter to Chief Benefits Director D'Wayne Gray.

Part of that letter bears repeating:

> I read with interest VBA's Circular 20-91-14, Appendix F, Exhibit 1, dated October 8, 1991, Memorandum of Understanding between Transition Assistance Program (TAP) participants.
>
> Of particular concern were items on pages four and five. Page four states, in part, that the "Department of Veterans Affairs, Veterans Services Division, will provide: ...Guidance on the role of all Veterans Service Organizations."

Their own VBA Circular indicates that such guidance will be provided and yet they still have not done so. To date, we have not had a written response from Mr. Gray's office. I believe your intervention is necessary and critical.

A similar letter was sent to former Assistant Secretary of Labor Tom Collins on December 19, 1991. Mr. Collins responded on January 8, 1992. We believe his letter is nonresponsive to the issue of defining a role for veterans' service organizations.

DAV's involvement in military preseparation briefing programs goes back to the end of World War II. We have

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consistently provided information on veterans' benefits, assisted in filing claims and counseled and provided representation at physical evaluation boards. When the California Employment Development Department (EDD) started its Career Awareness Programs (CAP) throughout California, DAV National Service Officers became involved in providing information on veterans' benefits and offered review of service medical records. Consistent with those medical record reviews, claims were filed for compensation benefits as appropriate.

In spite of the lack of direction from either the Department of Labor or VA, 17 of our National Service Offices are currently participating in TAP/DTAP programs at 77 military installations. Our services vary among installations depending on local agreements entered into between our offices, military installations, local employment service staff and VA Regional Offices. Our services include:

o Military service medical record review with completion of a claim for VA compensation or pension if appropriate.

o Veterans' benefits presentation. In some cases, the VA is unable to meet this need and through a cooperative effort at the local level, our staff provides it when possible.

o We provide briefing on VA compensation benefits. DAV is in a unique position because of our extensive training program to focus on technicalities regarding service-connection for service incurred injuries or diseases. We also provide counseling and representation if requested at Physical Evaluation Board processes. We would like both the Department of Labor and VA to recognize these contributions and provide guidance to the individual sites of the role veterans' service organizations can play.

(4) Following the hearing last year, we asked the veterans' organizations what, in their view, was the single greatest barrier to successful implementation of the TAP program. In response we were told that duplication of effort and coordination seemed to be the primary difficulties. Have these problems largely been resolved? If not, what additional steps must be taken in order to eliminate these concerns?

Overall, we believe most of the coordination problems as well as duplication of effort have abated. The biggest initial problem seemed to be the Army Career Alumni Program (ACAP) and the reluctance on the part of the Department of the Army to allow the TAP program to be implemented where ACAP was ongoing. An additional criticism was that ACAP was duplicating the services available through the employment service.

The biggest problem we see is the lack of direction for the Disabled Transition Assistance Program (DTAP) as previously mentioned.

Thanks again for allowing us the opportunity to respond to these questions.

DAV

Motto: "If I cannot speak good of my comrade, I will not speak ill of him."

DISABLED AMERICAN VETERANS

NATIONAL SERVICE and LEGISLATIVE HEADQUARTERS
807 MAINE AVENUE, S.W.
WASHINGTON, D.C. 20024
(202) 554-3501

March 18, 1992

Mr. Delbert Spurlock
Deputy Secretary
U.S. Department of Labor
200 Constitution Ave., N.W.
Washington, D.C. 20210

Dear Mr. Spurlock:

Thanks for your remarks at the meeting hosted by Acting Assistant Secretary David Ritterpusch. It was clear that you have a commitment to our nation's veterans, especially those active duty members who are soon to be discharged.

The Department of Labor has worked long and hard to establish a Transition Assistance Program which is very helpful to our separating military. However, the emphasis has come from the Veterans' Employment and Training Service (VETS) and the support of the Local Veterans' Employment Representative (LVER) and Disabled Veterans' Outreach Program (DVOP) personnel at the military base level. We question, however, if enough is being done by the Department of Labor agency wide.

Based on information received from a recent article in the Employment and Training Reporter, the Department of Labor is prepared to do more for people who are potentially going to be laid off from General Motors (GM) than they are for our nation's military. While we do not object to providing this type of assistance to GM workers (many of whom are possibly veterans) we are concerned that the same type of emphasis and strategies are not being applied to our nation's military.

To a large degree, many of today's separating military are in a position similar to that of GM -- they are being let go involuntarily. In response to the potential layoffs at GM "rapid response teams" have been established to provide assistance to these workers.

The article reveals the Department of Labor:

" ... has created a task force to determine how best to respond to GM workers needs. The team, established one day after the plant closures were announced, will be headed by John

Schall.... The team will act as an advisory board and help states file requests for Title III discretionary funds so they can be processed quickly....

"The team will include representatives from the Employment and Training Administration, the Office of Labor Management Standards, the Bureau of Labor Management Relations and Cooperative Programs, and the Wage and Hour Division."

All of this activity was initiated as a result of an announcement that GM plans to reduce its work force by approximately 74,000 people over the next several years. A spokesman for GM, however, states in the article that GM never said it would lay anyone off but "The vast majority of job losses will be handled through regular and accelerated attrition."

The obvious major difference between the military and GM is that the military is definitely going to reduce its active military force over the next five years through means other than attrition, while GM hopes to reduce its work force through regular and accelerated attrition.

We believe the same type of response to the GM announcement should be put into place for our service men and women soon to be discharged. As you have pointed out, many of them may need retraining and could obviously benefit from programs administered through the Private Industry Councils (PIC). While many of the individuals will not stay in the same locale where they will be discharged, it is important they be made aware of the potential benefits available through the Job Training Partnership Act (JTPA) upon their return to a permanent address.

Other programs should be developed that will allow those individuals who need it to enroll in basic skills and education programs. Other retraining efforts should be reviewed and made available when and where possible. We believe the JTPA network should become part of the Transition Assistance Program so these individuals are aware of services beyond those provided by LVERs and DVOPs.

Additionally, the Department of Labor should identify discretionary funding that would allow these individuals to pursue the retraining necessary to prepare them for today's economy. It is interesting to note that between GM and the United Auto Workers (UAW) there is $1.6 billion available to help retrain and place workers in other jobs. Regrettably, that amount of money has not been made available to retrain and place our military in other jobs.

We stand ready to assist you and other officials of the Department of Labor in establishing a more comprehensive approach similar to that available for GM employees.

I look forward to your response and reaction to these issues.

Sincerely,

COPY

RONALD W. DRACH
National Employment Director

RWD:dlw

cc: Mr. David Ritterpusch
Acting Assistant Secretary for Veterans' Employment & Training
U.S. Department of Labor

Major William Crews
Special Assistant for the Office of the Assistant Secretary for Veterans' Employment & Training
U.S. Department of Labor

DAV

Motto: "If I cannot speak good of my comrade, I will not speak ill of him."

DISABLED AMERICAN VETERANS

NATIONAL SERVICE and LEGISLATIVE HEADQUARTERS
807 MAINE AVENUE, S.W.
WASHINGTON, D.C. 20024
(202) 554-3501

December 6, 1991

Mr. D'Wayne Gray
Chief Benefits Director
Department of Veterans Affairs
Veterans Benefits Administration
Tech World -- Room 811
810 Vermont Avenue, N.W.
Washington, DC 20420

Dear Mr. Gray:

I read with interest VBA Circular 20-91-14, Appendix F, Exhibit 1, dated October 8, 1991, Memorandum of Understanding between Transition Assistance Program (TAP) participants.

Of particular concern were items on pages four and five. Page four states, in part, that the "Department of Veterans Affairs, Veterans Services Division, will provide: ...Guidance on the role of all Veterans Service Organizations." And page five indicates there will be established a TAP Advisory Council.

Our involvement in military pre-separation briefing programs extends as far back as World War II. In 1984, we began to participate in the Pre-separation Career Awareness Programs (PCAP) in California and at other military installations across the country. The pilot TAP programs, under Public Law 101-237, (signed into law December 1989), provided for veterans' service organizations to be used in the conduct of those programs, in part, because of the DAV's successful participation in the PCAP programs.

In November 1990, Public Law 101-510 was signed into law continuing the TAP program and mandating the following:

> (Section 1144(b)(3)) "Provide information concerning Federal, State, and local programs of military and veterans service organizations...."
>
> (Section 1144(b)(7)) "Work with military and veterans' service organizations...in promoting and publicizing job fairs...."

(Section 1144(d)(4)) "Use of representatives of military and veterans' service organizations; to implement the TAP programs as required under the Act."

At this time, the DAV is participating in TAP/DTAP (Disabled TAP) programs at over 30 military installations across the country. In addition, the DAV has printed six booklets designed to assist separating military personnel in their job search efforts. Your office has been provided copies of this material. For the most part, our efforts have been accomplished in spite of the lack of national recognition of veterans' service organizations participating in TAP programs, and the failure of the three responsible departments (VA, DOL, and DOD) to include veterans' service organizations as participants in the TAP/DTAP programs on a national basis.

In light of this recent legislation and our successful participation in the past, we are curious as to what "guidance" the Department of Veterans Affairs plans to provide regarding the role of veterans' service organizations?

Also, we notice the proposed TAP Advisory Council does not include participating veterans' service organizations. We believe this courtesy should be extended to each veterans' service organization that provide personnel and other resources in support of the TAP program. Clearly, veterans' service organizations play a significant role and their input through this committee would seem invaluable.

We are anxious to see the Department of Veterans Affairs take a leadership role in the implementation of the TAP/DTAP programs to include participation of veterans' service organizations.

Thank you very much for your anticipated cooperation and consideration toward our concerns. I look forward to hearing from you as soon as possible.

Sincerely,

COPY

ARTHUR H. WILSON
National Service Director

AHW:lrd
cc: Natl. Employment Dir. Drach

U.S. Department of Labor

Assistant Secretary for
Veterans' Employment and Training
Washington, D.C. 20210

JAN 6 1991

Mr. Ronald W. Drach
National Employment Director
Disabled American Veterans
807 Maine Avenue, S.W.
Washington, D.C. 20024

Dear ~~Mr. Drach~~ Ron:

This is in response to your letter of December 19, 1991, asking for clarification of the role of Veterans' Service Organizations (VSOs) in the Transition Assistance Program (TAP).

We acknowledge and appreciate the role the Disabled American Veterans had in establishing and developing the California Career Awareness Program and we are well aware of the contribution the DAV and other VSOs are making to TAP workshops on a daily basis. We are sure your booklets were well received in the field and were glad to be able to provide you with a mailing list to facilitate their delivery.

The Department of Labor has clearly taken the leadership role in the implementation of the TAP since its inception. Leadership, however, should not be misconstrued as the micro-management of individual TAP sites. As you know, TAP is a locally managed program operating under centralized guidance. Though the program content remains constant, the structure of the program at each site varies according to the resources available. We will continue to support the use of VSOs, as well as other service providers, to assist in the conduct of TAP workshops so long as their participation is deemed necessary by the TAP site management.

We appreciate the cooperation you have given the Veterans' Employment and Training Service in expanding TAP and look forward to continuing to work with you in this endeavor in the future.

Sincerely,

THOMAS E. COLLINS

ANSWERS TO QUESTIONS
SUBMITTED BY
THE HONORABLE TIMOTHY J. PENNY
TO
THE AMERICAN LEGION
MARCH 26, 1992

1. MR. Drach, in your testimony you mentioned the assistance the Department of Labor is providing for dislocated General Motors workers. Would you describe that assistance and tell us how DOL could provide similar assistance to separating servicemembers? Do the other members of the panel have additional comments and suggestions?

The Department of Defense has turned over $150 million to the Employment and Training Administration to use to retrain DOD civilians who lose their jobs due to military base closures. While some veterans will probably be eligible for some of this money, veterans as a group are not targeted. The American Legion feels that some portion of this money in the amount of $75 million should be allocated to retrain veterans who are involuntarily separated and find themselves out of work due to military downsizing.

2. It has been suggested that attendance at TAP seminars be made mandatory. Would your organization support such a change in policy?

The American Legion definitely feels that attendance at TAP/DTAP should be mandatory. At the present time, commanders are free to use the services of separating service members to perform missions right up until the time of separation. This policy is not fair to service members who need the information provided in the TAP/DTAP training to help in a future career search. For this reason, attendance at TAP sessions should be mandatory.

3. Testimony we received points out that, although PL 101-510 authorizes the use of veteran and military service organizations in the TAP/DTAP presentations, no direction has been provided to employment service offices and military installations regarding this matter. No national policy has been established. Specifically, what contributions would members of your organizations like to make to the transition program?

The people leaving the military will be moving back to every town and city in America. Any family who faces a major relocation of this nature can use assistance in finding where to go in their new community for basic services. From the beginning of the deployment of troops to the Persian Gulf, The American Legion has made an "800" number available for anyone to call. Help was immediately provided by a local American Legion Post. More than 34,000 calls were received. Thousands of dollars in temporary family assistance was provided to help people over tough financial times. The American Legion would like to keep this tradition going, and we have kept the number 1-800-786-3318 active. Access to people attending TAP/DTAP sessions would allow us to make the offer of help in their new location.

In addition, access to an American Legion Post can help separating service members to begin to build a network of job contacts. Most Legion Posts have employment chairpersons who can obtain information material on the local job market. A representative of The American Legion would be able to pass this information along to attendees at TAP/DTAP training.

4. Following the hearing last year, we asked the veterans organizations what, in their view, was the single greatest barrier to successful implementation of the TAP program. In response, we were told that duplication of effort and coordination seemed to be the primary difficulties. Have these problems largely been resolved? If not, what additional steps must be taken in order to eliminate these concerns?

The American Legion is not aware that duplication of effort is still a problem. We are aware that the resources available to perform TAP/DTAP training are not adequate. DVOPs and LVERs are made available for TAP/DTAP training as often as the local military base needs them. That portion of the local veteran population which is looking for work is left without the services provided by those specially trained to help. Resources in the form of adequate funding for the DVOP and LVER program must be made available to the states in order that TAP/DTAP does not detract from the statutory programs.

ADDITIONAL QUESTION FOR MR. HUBBARD

1. While our hearing focus was on TAP/DTAP, in your testimony The American Legion calls for the reauthorization of VJTA. Do you recommend a separate role for VJTA, or do you believe it could be incorporated into or linked to TAP in some fashion?

The American Legion is aware of draft legislation which would reauthorize VJTA. In our view, it is appropriate to link VJTA with TAP. The draft legislation prohibits people from qualifying for the program until they have been unemployed for 15 weeks. This qualification is reasonable for those people who have been trained in some military skill which has general application in the civilian workforce. They should, with the proper guidance and help from the DVOPs and LVERs, have less difficulty finding a job than someone with no transferable skill. For those service members who are trained in some military skill which has no applicability to the civilian job market, it makes very good sense to make them immediately eligible for training under a reauthorized VJTA program. People in this category would include tank gunners or drivers, infantrymen, warhead technicians, etc. We would recommend that the availability of VJTA training be made clear to these people during the TAP/DTAP session. If the military were to publish a list of military skill codes which cannot be directly translated into a civilian job, these people could be identified during TAP training and signed up for VJTA on the spot. Linking VJTA with TAP/DTAP in this fashion is entirely appropriate.

SERVING
WITH
PRIDE

AMVETS

March 27, 1992

Honorable G.V. "Sonny" Montgomery
Chairman, Committee on Veterans' Affairs
U.S. House of Representatives
Washington, DC 20515-6335

Dear Congressman Montgomery:

AMVETS is pleased to provide the following answers to questions raised by Congressman Penny at the February 19th hearing on the Transition Assistance Program.

1. Mr. Drach, in your testimony you mentioned the assistance Department of Labor is providing for dislocated GM workers. Would you describe that assistance and tell us how DOL could provide similar support to separating servicemembers? Do the other members of the panel have additional comments and suggestions?

   AMVETS service officers provide a range of counselling and referral at our pilot site in Norfolk, VA. We have counseled over 1500 service-members in the last 14 months.

2. It has been suggested that attendance at TAP seminars be made mandatory. Would your organizations support such a change in policy?

   AMVETS would support requiring attendance at TAP seminars if DOL, DoD and VA have sufficient resources to accommodate the increased class load and location requirements. As a practical matter, this goal may be unattainable.

3. Testimony we received points out that, although PL 101-510 authorizes the use of veteran and military service organizations in the TAP/DTAP presentations, no direction has been provided to employment service offices and military installations regarding this matter. No national policy has been established. Specifically, what contributions would members of your organizations like to make to the transition program?

   AMVETS would like to provide information from areas in which our service officers normally function: medical claims, education claims and general benefits.

4. Following the hearing last year, we asked the veterans organizations what, in their view, was the single greatest barrier to successful implementation of the TAP program. In response, we were told that duplication of effort and coordination seemed to be the primary difficulties. Have these problems largely been resolved? If not, what additional steps must be taken in order to eliminate these concerns?

Duplication of effort still seems to pervade the TAP system. Lack of a "Czar" hinders consistent implementation of TAP policy and application of TAP resources. AMVETS suggests that the Assistant Secretary of Labor for Veterans' Employment and Training as the appropriate office to perform that function.

If you require any additional information or if I can be of any further assistance, please do not hesitate to contact me.

Serving America's veterans,

Michael F Brinck

Michael F. Brinck
National Legislative Director

MFB\eeh

UNEMPLOYMENT INSURANCE

JOB SERVICE

South Carolina
Employment Security Commission

1550 Gadsden Street
Post Office Box 1406
Columbia, South Carolina 29202

April 1, 1992

Honorable G. V. (Sonny) Montgomery, Chairman
U. S. House of Representatives
Committee on Veterans Affairs
335 Cannon House Office Building
Washington, DC 20515-6335

Dear Representative Montgomery:

This is in reply to your letter of March 20, 1992 requesting additional information based on your Subcommittee on Education, Training and Employment hearing held on March 19, 1992.

The answers to the additional questions submitted by the Honorable Timothy J. Penny are attached.

If I can be of further service, please contact me.

Sincerely,

Robert E. David
Executive Director

Attachment

ES-3

Questions Submitted by the Hon. Timothy J. Penny
to the State Employment Officials
from the Hearing on the Transition Assistance Program
March 1?, 1992

1. Are there adequate resources in your state to provide TAP training for all separating servicemembers who request it?

No. The state has not been provided any resources to support the Transition Assistance Program. Class size has remained constant in six of the seven sites (less than 60 participants per workshop). Currently, the Navy Base in Charleston conducts transition assistance to its members twice monthly. These classes average 100 participants, but this is expected to rise significantly over the next few months.

Would class size have to increase significantly in order to accommodate these individuals?

Class sizes will have to increase. It is expected that the class size at the Charleston Navy Base alone will increase from the present average of 100 participants by 75 to 100 per cent over the next few months. The Navy has stated that they do not plan to expand their workshops, but will increase the size.

What resources would be required to enable all interested servicemembers to participate in the TAP workshops and maintain class sizes of 30-60?

Eight LVERs/DVOPs currently assist the seven installations in South Carolina in conducting a minimum of seven TAP workshops monthly. In accordance with US Code, Title 38, Sections 4103A and 4104, funding for LVERs and DVOPs are made available to support veterans based on a percentage of veterans served. LVERs/DVOPs have specific functional responsibilities to veterans already located in the state. Public Law 101-510, Chapter 58 (1144) provides for the use of DVOPs and LVERs to the extent that such use will not significantly interfere with the provision of service or other benefits to eligible veterans or other eligible persons. In order to carry out the mandate of Title 38 and Public Law 101-510, the formula for determining LVERs and DVOPs should be modified to support additional DVOPs or LVERs to be assigned to the Job Service offices where there are military installations. This would provide the LVERs and DVOPs to carry out the TAP program as well as maintain the requirements of Title 38. Also, some funds need to be made available to take care of day to day transition assistance operating cost and travel. In summary, funding for additional DVOPs and LVERs plus an operations budget would be required.

2. What specific steps have been taken to enhance the Interstate Job Bank?

Job listings through the Interstate Job Bank are now available on line in all of the Job Service offices in the state. Also, the state was recently awarded a grant to install the Automated Labor Exchange (ALEX) on a limited basis in each Job Service office. This will consist of a terminal in the waiting area of the office in which applicants can find out jobs that are available while they wait.

How do you envision the enhanced system working?

Job listings through the Interstate Job Bank will be more accessible and more up to date. ALEX will allow applicants to browse through the jobs available and if a suitable job is not found, the applicant will not have to wait to see an interviewer.

Specifically, what funding level would be required to make the required adjustments?

in addition to current funding, approximately $130,000.00 would be needed in South Carolina to adequately enhance the Interstate Job Bank system.

3. If the DVOP and LVER funding levels in the President's budget are not increased, what will be the impact on the ability of these veterans' employment staff to continue to participate in TAP workshops?

The impact on the ability of the veterans' employment staff will be significant. No funding has been provided to the states to operate the TAP programs. We have been mandated by law to make available personnel to assist in the transition assistance process. As the TAP program continues to expand, DVOPs and LVERs based on the present formula will not be able to provide the much needed training for all servicemembers who request it.

4. Mr Hines, you mentioned the contracts you have with GE and Kodak. Could you further describe this relationship? Could this be translated into DOL contracts for TAP?

Mr. David and Mr. Middlebrooks, do you have similar contracts in your states?

South Carolina does not have any of this type of contracts.

UNEMPLOYMENT INSURANCE

JOB SERVICE

South Carolina
Employment Security Commission

[illegible]

EXECUTIVE DIRECTOR
Robert E. "Jack" David
[illegible]

1550 Gadsden Street
Post Office Box 995
Columbia, SC 29202

May 29, 1992

Honorable G. V. (Sonny) Montgomery, Chairman
U. S. House of Representatives
Committee on Veterans Affairs
335 Cannon House Office Building
Washington, D. C. 20510-6335

Dear Representative Montgomery:

This is in reply to your letter of March 20, 1992, requesting additional information based on your Subcommittee on Education, Training and Employment hearing held on March 19, 1992.

The answers to the additional questions submitted by the Honorable Timothy J. Penny are attached.

Sincerely,

Robert E. David

Robert E. David
Executive Director

RED/ms

ES-2

Questions Submitted by the Hon. Timothy J. Penny
to the State Employment Officials
from the Hearing on the Transition Assistance Program
March 19, 1992

1. Are there adequate resources in your state to provide TAP training for all separating servicemembers who request it?

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2. What specific steps have been taken to enhance the Interstate Job Bank?

Job listings through the Interstate Job Bank are now available on line in all of the Job Service offices in the state. Also, the state was recently awarded a grant to install the Automated Labor Exchange (ALEX) on a limited basis in each Job Service office. This will consist of a terminal in the waiting area of the office in which applicants can find out jobs that are available while they wait.

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Specifically, what funding level would be required to make the required adjustments?

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Mr. David and Mr. Middlebrooks, do you have similar contracts in your states?

South Carolina does not have any of this type of contracts.

Chairman Penny to Veterans of Foreign Wars

QUESTIONS AND RESPONSES
HEARING ON VETERANS EMPLOYMENT PROGRAMS
MARCH 19, 1992

Question #1:

Mr. Drach, in your testimony you mentioned the assistance Department of Labor is providing for dislocated GM workers. Would you describe that assistance and tell us how DOL could provide similar support to separating servicemembers?

Response #1

No Comments offered.

Question #2:

It has been suggested that attendance at TAP seminars be made mandatory. Would your organizations support such a change in policy?

Response #2:

We concur with the suggestion that attendance at TAP seminars should be made mandatory and would support such a change in policy. Presently there are persistent reports that separating service members at some military installations are being denied the opportunity to participate in TAP. This is clearly the case at Fort Carson, Colorado, where two (2) TAP seminars are currently held monthly with average attendance of 25 participants. An average of 90 soldiers are signing-up in advance for each seminar, but many are failing to show up on the schedule date. Those who do show up are reporting that some soldiers are not being released from duty, although base officials deny this. The mere size of this base and the number of personnel assigned suggest that there should be better attendance than 40 participants per month. At a minimum, this situation is indicative of a breakdown in communications between senior base officials- who surely must understand the importance of Transition Assistance- and senior NCOs and Junior Officers who are responsible for relieving service members from duty so that they may attend TAP. If the military middle managers do not have a positive feeling for the program, then TAP is essentially doomed to failure. We feel that mandatory attendance would resolve this widespread problem. The downside to a mandatory attendance policy, however, is that it would impact negatively on California, the largest TAP state. California is already conducting over 150 TAP seminars annually at 42 installations, with plans to expand to 300 sites in FY '93. For them, mandatory attendance would over burden existing capacity to handle, without a substantial infusion of funds and staff.

Question #3:

Testimony we received points out that, although PL 101-510 authorizes the use of veteran and military service organizations in the TAP/DTAP presentations, no direction has been provided to employment service offices and military installations regarding this matter. No national policy has been established.

Specifically, what contribution would members of your organizations like to make to the transition program?

Response #3:

The fact there is no national policy that establishes a cooperative tone and spirit for providing transition services is a major problem that needs to be corrected quickly. In the absence of such a policy, no directions are being provided to Employment Service Office and military installations, whose officials often time do not understand the key services veterans organizations provide, and will challenge our right to participate in TAP sessions.

We believe that DOL as the lead agency under the National Memorandum of Understanding (MOU) with Departments of Defense and Veterans Affairs should immediately start the process of laying the frame work for a national policy.

The VFW has a staff of well trained Service Officers in most major cities in the fifty states. These Service Officers maintain regular office hours and provide veterans benefits counseling services to veterans on a walk-in basis at 57 of the Department of Veterans Affairs Regional Office locations. In addition, VFW conducts an outreach program in 15 states, through which these services offered may include all or a mix of the following: (1) conduct service medical records reviews. Through this process service related medical conditions that may qualify for VA recognized service-connection status is identified for the veteran and options are explained; (2) provide briefing on how to gather the evidence that is necessary to successfully prosecute a medical related claim and will initiate a claim on behalf of veteran, irrespective of whether the veteran is a member; (3) provide free representation to veterans and their dependents on all VA administered benefits, and when claims are contested, will extend this representation to any claim forwarded to the Board of Veterans Appeals and/or to the U. S. Court of Veterans Appeals (COVA); and (4) through VFW State, District, and Post Employment Officers, we sponsor veterans job fairs in conjunction with local Employment Service Offices. All of these services pre-dates the start-up of transition services authorized under P.L. 101-510.

Simply stated, we would like the opportunity of being included in the early planning of transition services at military installations. Early planning is extremely important, as this allow us to review a TAP seminar schedule for a full calendar quarter in advance. If we choose to participate full-time, half-time, or one-third time, we are better able to allocate our staff accordingly, as well as to better support the schedule TAP needs or requirements.

Question #4:

Following the hearing last year, we asked the veterans organizations what, in their view, was the single greatest barrier to successful implementation of the TAP program. In response, we were told that duplication of effort and coordination seemed to be the primary difficulties.

Have these problems largely been resolved? If not, what additional steps must be taken in order to eliminate these concerns?

Response #4:

Much of the testimony provided last July on Transition Assistance Provisions of the Defense Authorization Act focused on poor coordination and duplication of efforts between State Employment Service agencies which coordinates DOL/TAP services at the local level and U.S. Army and its ACAP program. In preparing this response, we have talked with several principals in selected states who are involved in coordinating and/or providing services to separating service members. The consensus is that while a lot of duplication of services remain, coordination between programs is tremendously improved. The improved coordination between State Employment Service agencies and the military service branches is attributable in part to individual states striking up their own memorandum of understanding with military installations within their borders. At the National level the Interstate Conference of Employment Security Agencies (ICESA) has fostered improved coordination through an on-going "working group" comprised of representatives from all agencies currently involved in providing transition services.

In terms of eliminating concerns caused by duplication of transition services, we do not feel that any meaningful steps can be taken to significantly improve this situation, short of removing the authority for the military to establish their own transition program. When this authority was given to the military, it would appear that Congress either overlooked the vital services that are routinely provided to the nation's unemployed by State Employment service agencies, or it simply did not have faith in the consistency and quality of services being provided. No matter how differences in mission may be explained, the fact remains that ACAP, for instance, duplicates most of the services offered by the State Employment Service system.

Coordination of transition services is better than a year ago but could be improved. We believe improved coordination could be greatly assisted by development of a model Memorandum of Understanding (MOU) between SESAs and the military service branches. Ideally, the model MOU would draw upon the best features of those agreements adopted successfully in California, Illinois and South Carolina. Those states and military installations that are scheduled to become TAP operational later this year would be able to save on time and manpower by simply eliminating unwanted features from the model MOU (agreement) and adding other features that are desired.

QUESTIONS SUBMITTED BY THE HONORABLE TIMOTHY PENNY
TO MR. CLIFTON E. DUPREE, PVA
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT HEARING ON THE TRANSITION ASSISTANCE PROGRAM - MARCH 19, 1992

1. Mr. Drach, in your testimony you mentioned the assistance Department of Labor is providing for dislocated GM workers.

Would you describe that assistance and tell us how DOL could provide similar support to separating servicemembers?

Do the other members of the panel have additional comments and suggestions?

Answer: Yes. Mr. Middlebrooks, Assistant Secretary of the Maryland Department of Economic and Employment Development, discussed programs like the "Maryland Job Connection in Europe," which provides assistance for employment in Maryland to separating servicemembers. This program was developed by working with the University of Maryland in Europe to identify military and civilian personnel who would or might be interested in coming to Maryland for employment upon their return to the United States. Making servicemembers aware of the job opportunities in a particular state is very important to the servicemember, and to the state's economic growth.

2. It has been suggested that attendance at TAP seminars be made mandatory. Would your organizations support such a change in policy?

Answer: The availability for attendance should be at the discretion of the Commander while taking into consideration the military mission. However, all servicemembers being separated should be made aware of the Transition Assistance Program. Those servicemembers with combat related skills that are hard to convert to civilian related skills should be given every opportunity to attend these seminars.

3. Testimony we received points out that, although PL 101-510 authorizes the use of veteran and military service organizations in the TAP/DTAP presentations, no direction has been provided to employment service offices and military installations regarding this matter. No national policy has been established.

Specifically, what contributions would members of your organizations like to make to the transition program?

Answer: PVA was contacted after the July 1991, hearing on the Transition Assistance Program by Department of Defense personnel, and we provided specific information concerning our organization to be used on the Transition Assistance Program Bulletin Board. This information could be used by any servicemember who would like to

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contact our Benefits Service Officers nationally for guidance and assistance concerning VA benefits. Being there when a veteran needs help is the most important thing a Veterans' Service Organization can do.

4. Following the hearing last year, we asked the veterans organizations what, in their view, was the single greatest barrier to successful implementation of the TAP program. In response, we were told that duplication of effort and coordination seemed to be the primary difficulties.

Have these problems largely been resolved?

If not, what additional steps must be taken in order to eliminate these concerns?

Answer: None. Now that we have identified the problems, action is currently being taken to resolve them. Under the leadership of the new Acting Assistant Secretary of Veterans Employment and Training, Department of Labor, duplication of effort should be greatly reduced and eliminated within a short period of time. All of the appropriate offices that coordinate the TAP program understand their primary missions or roles.

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